RICHMOND, CALIFORNIA COMMUNITY RENEWAL PROGRAM

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SUPPLEMENTAL REPORT

DEC., 1969

CITY OF RICHMOND SUPPLEMENTAL COMMUNITY RENEWAL PROGRAM -
PROJECT NO. CALIF. R-132 (CR)

Prepared in Conjunction with the
Richmond Model Cities First Year Planning Program

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March, 1970
City Planning Department
Richmond, California

The preparation of this Community Renewal Program was financed in part through a grant from the Urban Renewal Administration of the United States Department of Housing & Urban Development.

Acknowledgements:

Richmond City Council (as of March 31, 1970)

George Livingston, Mayor
Don Wagerman, Vice Mayor
B. T. Anderson
Nathaniel Bates
Stanley Grydyk
Richard Nelson
Albert Silva
Gay G. Vargas
(one vacancy)

Kenneth H. Smith
City Manager

Richmond City Planning Commission (as of March 31, 1970)

Robert P. Dameron, Chairman
Clarence Alex, Vice Chairman
William D. Allyn
James Dunkley
Patrick Farrell
Douglas E. Lord
Charles W. Modie
Carl Zieminski
(one vacancy)

Ernest W. Henderson
Planning Director

Richmond Model Neighborhood Citizens Board (as of March 31, 1970).

Representing North Richmond

Mrs. Laura Hunter
Mrs. Nellie Gunther
Boaston Woodson

Edgar Madden
Michael Scott
*Harrison Williams

Representing the Southside

Mrs. Dolores Jackson
Carl Metoyer
William Hall
Ralph Emerson

Miss Patricia Redic
*Mrs. Mary Green
*Major Bolden

Representing the Iron Triangle

R. O. Hunter
Mrs. Deva Mitchell
John Stewart

Rev. G. G. Griffin
Miss Diane Moore
*Benjamin Marshall

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Representatives of Organizations

Rev. H. C. Riley Vice Chairman	Greater Richmond Inter-Faith Program
Samuel Burns	Congress of Racial Equality, Richmond
Mrs. Maxine Eason*	Congress of Racial Equality, Richmond
Art Carter	Central Labor Council, Contra Costa County
William Leonard	Associated Home Builders of the Greater East Bay
Arthur Webb	Richmond Chamber of Commerce
Walter Fauerso	West Contra Costa Council of Churches
Mrs. Della Moreno	United Council of Spanish Speaking Organization
Samuel Herrod	Contra Costa Building and Trades Council
Emerson D. Nash	West Contra Costa Board of Realtors
Rev. J. Howard Acton*	Greater Richmond Inter-Faith Program
G. Marshall Turner	National Association for the Advancement of Colored People
Charles Markham	Richmond Chamber of Commerce
John Wilson	Richmond Citizens Planning Association

Henry Dishroom, Model Cities Program Coordinator
* Identifies alternates

Contributing Staff (between Janaury, 1968 & March 31, 1970):

Richmond Planning Department - E. W. Henderson, Planning Director
- Martin Vitz, Associate Planner, in charge
- Manuel Atal, Assistant Planner
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- Miss Debbie Lanning, Secretary
- Ronald Meux, Planning Trainee

Richmond Model Cities - CRP Staff
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- Coy Charles, Drafting Trainee
- Elizabeth Gonzalez, Clerk Typist

Other Model Cities Staff
- Ann Copperman, Associate Planner (Model Cities)
- Carrie Lum, Research Planner
- Mrs. Ivy Lewis, Community Worker Supervisor
- Mrs. Elva Gaines, Community Worker
- Mrs. Roberta Griffin, Community Worker
- Mrs. Mary Mack, Community Worker
- Miss Mary Lou Ortega, Community Worker

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Mrs. Nina Gaines, Community Worker
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Glenn Bauer, National Association of Students of Architecture and Planning
Brian Cooke, National Association of Students of Architecture and Planning, Work Study Student

In addition to the above staff who worked directly on the program, staff from the City of Richmond Public Works, Finance and Recreation and Parks Departments, the Richmond Redevelopment Agency, Richmond and Contra Costa County Housing Authorities, and other public and private organizations contributed to the Community Renewal Program directly or through the Model Cities Planning program.

Consultants:

Center For Environmental Design, Planning and Development, 4510 Williams Street, Fremont, California.

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Community Renewal Program

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A. Richmond Model Cities Comprehensive Program Vol. I & II.
B. Center for Environmental Design Report, October 1968.

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SUPPLEMENTAL COMMUNITY RENEWAL PROGRAM
Richmond, California
Project Number, Calif. R-132 (CR)

I. Introduction

A. Background of Supplemental Community Renewal Program Grant.

Since World War II the City of Richmond has been determined to renew its early city structure. In 1950 the Richmond Redevelopment Agency was created. The city and its Redevelopment Agency started a series of programs tending to improve inadequate housing and community industrial and commercial facilities. Its renewal efforts, however, were initially limited to war housing areas of the city. Then, after some years of pioneering, the Redevelopment Agency was asked to work in other selected sections of the city, such as Hensley Industrial Park and downtown Richmond. However, the City Council soon realized that these were not the only critical areas of the city and that a broader approach was needed to cope with Richmond's renewal needs.

The CRP of 1963 to 1966 supported with Federal funds brought this necessary overall look. A year later, in November, 1967, the City of Richmond was scheduled as a first round recipient of a planning grant for a Model Cities Program. Because the amount of money available from the Department of Housing & Urban Development (HUD) for this grant was substantially less than had been requested, HUD informed the City that approximately $28,000 in Community Renewal Program funds had been set aside for Richmond's use in conjunction with Model Cities Planning.

The criteria for the use of this money were that it was to be used generally for the purposes specified in the Community Renewal Program guidelines and would be primarily for Planning those aspects of the Model Cities Comprehensive Program dealing with renewal, housing, relocation, and physical improvements.

Therefore, the work undertaken under this CRP is primarily supplemental to Model Cities Planning and secondarily an expansion and updating of the City's CRP completed in 1966. As a result, the work program differs significantly from the more or less typical work program of a CRP discussed in the "Community Renewal Program Handbook" published by the Department of Housing and Urban Development.

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Richmond, California
Project Number, Calif. R-122 (UR)

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B. Administrative Arrangements with Model Cities Program.

Since this special CRP grant was made primarily in order to assist the first year planning for Model Cities, certain arrangements for work under the contract were made with the Model Cities Program. Basically, the work program was drawn up on the basis of assigning certain key elements of Model Cities Planning to the CRP. The major local share was derived from City or County Planning Department staff assigned to Model Cities program work for much of their time. Part of the Federal CRP grant was used for the only major consulting contract for Model Cities Planning and part was used for clerical, drafting and research staff for Model Cities program development. Actual administration of the contract was handled, however, by the City of Richmond Planning Department.

The City also decided that the contract would be administered by the City directly, through the City Planning Department, with close liaison to be maintained with the Model Cities Staff. In early 1968 a Work Program & Budget were developed and an application for a $39,750 HUD grant was filed in February, 1968. Based on approval of the application HUD authorized the City, by letter, to proceed under the contract as of March 21st, 1968, and a formal contract was completed early in June.

C. Work Program

Because this grant was for work supplementing the Model Cities Program and because Richmond had recently (January 1966) completed a full-scale CRP, the Work Program developed and approved for the use of the additional CRP funds was somewhat different from what might be considered a "normal" CRP Work Program. Basically, it was made up of a series of specific work items of studies necessary for the Model Cities Program, development of certain additional elements now required for a CRP but not required at the time of the earlier CRP, plus review of the 1966 CRP in terms of the need for modification or change in its recommended program.

Three different approaches have been used in accomplishing the work program elements. One was the use of an outside planning consulting firm to identify and make recommendations regarding certain physical problems of concern to the Model Cities Program. A second involved using the Model Cities planning process to develop recommended programs, and the third consisted of Planning Department staff preparation of recommendations. In the case of the first

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two of these approaches the major end product was a report which was incorporated into the Model Cities Program effort. This arrangement, which resulted from the particular nature of this Community Renewal Program grant, has made it necessary to refer to the following material in preparing this CRP Final Report:

1) "Final Report on Parks and Open Spaces, Urban Beautification, Waterfront Resources, and Traffic Analysis for the Richmond Model Cities Program" by the Center for Environmental Design, Planning & Development, Fremont, California (referred to as the "Center for Environmental Design" or "CED" report).

2) The four volume Model Cities Planning Program submission to HUD. These are:

   Vol. I Comprehensive Program - Chapters 1 through 7
   Vol. II Comprehensive Program - Chapters 8 through 13
   Vol. III Five - Year Forecast
   Vol. IV Year One Action Program

   From the point-of-view of the CRP, the most important parts of this set are Chapters 3, "Traffic, Land Use, and Physical Improvements" Chapter 4, "Housing", Chapter 5, "Relocation", and Chapter 11, "Public Facilities."

II. Summary of Recommendations

The following is a summary of the major recommendations developed in this Supplemental Community Renewal Program.

A. Recommendations in Regard to Support of an Affirmative Program for Achieving Equal Opportunity in Housing.

1. The City of Richmond should take the initiative for developing a comprehensive and accurate survey procedure for determining the location and nature of changes in the racial characteristics of the areas population (see page 12).

2. The CRP recommends that Model Neighborhood Citizens Board follow closely the analysis of problems and recommendations made by the Model Cities Program in relation to the improvement of social services and facilities, (see page 14), and, also to watch closely the effectiveness of the Concentrated Employment Program (see page 15).

3. The CRP recommends first the implementation of the housing programs defined by MCP, for improving housing conditions of Richmond's residents by attempting to provide good housing at the lowest possible cost to the consumer and second to increase through the MCP the ability of low income and minority residents of the city to pay for standard housing that is available (see page 17).

B. Recommendations Related to the Use of Existing Social Resources for Renewal Action.

1. It is recommended that the City government continue stimulating Richmond's citizen participation in community improvement activities by increased support services for Neighborhood Councils and similar groups (see page 21).

2. The Human Relations Commission should have the general function of overseeing the extent to which there appears to be genuine citizen participation representing all aspects of the community in the planning and policy making functions of the City (see page 22).

3. CURAC should continue efforts to:

   a. Make the Committee an accurate representative of the various types of groups in the community. Appointments should be made by the City Council from a selected list of candidates proposed by the different groups of the community.

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B. Recommendations Related to the Use of Existing Social Resources for Renewal Action.

1. It is recommended that the City government continue stimulating Richmond's citizen participation in community improvement activities by increased support services for Neighborhood Councils and similar groups (see page 11).

2. The Human Relations Commission should have the general function of overseeing the extent to which there appears to be genuine citizen participation representing all aspects of the community in the planning and policy making functions of the City (see page 22).

3. CURAC should continue efforts to:

   a. Make the Committee an accurate representative of the various types of groups in the community. Appointments should be made by the City Council from a selected list of candidates proposed by the different groups of the community.

b. Focus its broad purposes into specific assignments to make it a better and more efficient means of city-wide citizen participation in renewal activities.

c. Improve coordination between and guidelines for its various subcommittees.

d. Develop a better understanding and communication with the Redevelopment Agency and the City Manager's office to be closer to the center of renewal issues (see page 22).

4. Since the Model Neighborhood Citizens' Board will be a major input for citizen participation in renewal planning it is recommended that adequate knowledgable staff support be provided by employment of a renewal planner directly under the Model Cities Program Coordinator (see page 23).

5. It is recommended that CURAC watch closely the MCP outcomes for improving the coordination between public and private services provided for people that have been affected by urban renewal actions (see page 24).

6. CRP recommends that there be a related central service in connection with the single relocation service given by MCP, for coordinating and assuring provision of social services to people moved by renewal activities. It is suggested that staffs and administrative costs for these services should be supplied by the federal government (see page 24).

C. Consultants Recommendations Regarding Detrimental Effects of Traffic.

a. Hoffman Freeway

To avoid creating a barrier between the Santa Fe Neighborhood and future important community facilities on the south, the CRP recommends that all or most of the length of freeway between First Street and Seventh Street be on structure with landscaping and lighting (see page 26).

b. Northwest Freeway

(1) CRP recommends that the need for the proposed Northwest Freeway be restudied with consideration being given to development, as an alternative solution, of a Controlled access thoroughfare, which would require less land and provide better local service.

b. Focus its broad purposes into specific assignments to make it a better and more efficient means of city-wide citizen participation in renewal activities.

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C. Consultants Recommendations Regarding Detrimental Effects of Traffic.

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a. Hoffman Freeway

To avoid creating a barrier between the Santa Fe Neighborhood and future important community facilities on the north, the CRP recommends that all or most of the length of freeway between First Street and Seventh Street be on structure with landscaping and lighting (see page 25).

b. Northwest Freeway

(1) CRP recommends that the need for the proposed Northwest Freeway be restudied with consideration being given to development, as an alternative solution, of a controlled access thoroughfare, which would require less land and provide better local service.

(2) That the City of Richmond and the other localities involved explore with the State Division of Highways the possibility of including such a thoroughfare in the Federal Aid Secondary Highway System (see page 28).

D. Consultants Recommendations Regarding Improved Appearance of the City and Needed Public Facilities.

1. Wildcat Creek Park

It is recommended that a linear park be developed along Wildcat Creek. A careful consideration should be also given to the designing of the flood control facilities in Wildcat Creek to insure the preservation of the trees and natural vegetation and to make the water flow area usable (see page 30).

2. Acquisition of additional space in North Richmond for a Regional Recreation Center and outdoor recreation facilities at Verde School (see page 31).

3. A major waterfront commercial recreation area and public plaza bounded by Canal and Cutting Boulevards and the Santa Fe Basin (see page 32).

4. The undergrounding of all electrical and utility lines (see page 32).

5. Replacement of existing lighting fixtures and additional fixtures where needed (see page 33).

6. Immediate, medium range and long range comprehensive street tree and landscape plans (see page 33).

7. Special attention be given to the designing of street furniture to give the Model Neighborhood Area a distinctive character (see page 33).

8. The development of a landscape plan to visually screen unsightly railroad tracks from the residential area (see page 33).

9. It is also recommended that a plan be developed for a productive use of existing vacant lots (see page 33).

10. The City of Richmond should also consider a program for the cleaning up of the Model Neighborhood Area through increased street sweeping, maintenance of planting strips and clean-up and paint-up of public buildings (see page 34).

(2) That the City of Richmond and the other localities involved explore with the State Division of Highways the possibility of including such a thoroughfare in the Federal Aid Secondary Highway System (see page 26).

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11. A home improvement center should be developed in each of the Model Cities areas (see page 34).

E. Recommendations Related to Relocation Resources or Services.

The CRP endorses the MCP major relocation goals as established in the Comprehensive Program (see page 37).

F. Recommendations Concerning CRP Work Program Elements Not Included in MCP.

The 1969 Supplemental CRP reendorses the major recommendations of the 1966 CRP with revisions for timing or means of accomplishing them. These recommendations include:

1. Lucas Park Redevelopment Project. This project is planned to be included in 1970 and should be accomplished as soon as possible (see page 39).

2. Portal Redevelopment Project. This project is also recommended for immediate undertaking (see page 39).

3. West Nevin Redevelopment Project. It is recommended that this project be initiated this year (see page 40).

4. Hoffman - I Redevelopment Project. This project should be coordinated with the detailed design stage of the Hoffman Freeway (see page 40).

5. It is recommended that Helms - Triangle North Federally Assisted Code Enforcement Project be abandoned and that Model Cities Program improvement efforts be substituted (see page 40).

6. The following zoning changes are recommended:

   a. Rezoning all of the areas around the central business district.

   b. Rezoning in the vicinity of the Rapid Transit Station.

   c. Elimination of small areas inappropriately zoned in terms of present and future land use (see page 41).

7. It is recommended that high priority be given to continuation of correction of major public works such as storm drainage; the North Richmond Bypass; and installation or replacement of missing and deteriorated curbs, gutters, sidewalks, and street paving (see page 41).

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7. It is recommended that high priority be given to continuation of correction of major public works such as storm drainage; the North Richmond Bypass; and installation or replacement of missing and deteriorated curbs, gutters, sidewalks, and street paving (see page 41).

8. CRP recommends that the city continue and expand its efforts to use all possible sources of funds available to improve the city's park facilities (see page 42).

9. It is recommended that efforts to annex North Richmond be discontinued until the Model Cities Program has had an opportunity to fully explore and develop means of providing needed services to the area (see page 42).

10. Efforts should be made to complete Point Richmond and Rapid Transit Corridor design studies (see page 42).

11. The establishment of a comprehensive information system and data bank is recommended (see page 42).

12. CRP recommends that the City continue efforts to improve its long-term fiscal planning (see page 43).

8. CRP recommends that the city continue and expand its efforts to use all possible sources of funds available to improve the city's park facilities (see page 42).

9. It is recommended that efforts to annex North Richmond be discontinued until the Model Cities Program has had an opportunity to fully explore and develop means of providing needed services to the area (see page 42).

10. Efforts should be made to complete Point Richmond and Rapid Transit Corridor design studies (see page 42).

11. The establishment of a comprehensive information system and data bank is recommended (see page 42).

12. CRP recommends that the City continue efforts to improve its long-term fiscal planning (see page 43).

III. Report on Work Program Elements

The major portion of this CRP report, which follows, is devoted to item by item reports on the various elements of the Work Program as described in Code No. CR-121 of Richmond's CRP application. This approach has been used because the fragmented approach to a work program, described in I above makes a more cohesive report very difficult. The work items are covered in the order listed in Code No. CR-121, for convenience in review, and no implications as to importance of items is made because of their arrangement. (See HUD's Community Renewal Handbook, Description of Proposed Activities, 7230.1 Chapter 1, Section 2 and 4, page 2.)

A. Affirmative Program for Achieving Equal Opportunity in Housing.

1. Brief Background Description of Residential Development in Richmond.

Richmond was first settled about 1900, with the arrival in the area of the Santa Fe Railroad & Standard Oil of California. In the pre-World War I years the area was extensively subdivided into a grid pattern with narrow lots, usually twenty-five feet wide. The number of lots created far exceeded demand and up to World War II Richmond remained a low-density community, with much vacant land and with mainly a working class population that was virtually one hundred per cent white.

In the thirty years since the beginning of World War II the population of the City of Richmond has fluctuated sharply and changed considerably in character. In 1940 it was a medium-sized outlying industrial suburb with just under 25,000 residents. Then came the shipyards and in a matter of three or four years the population quadrupled; housing and other facilities were a nightmare, and Richmond was a different place altogether than in 1940. This influx included the first major migration of Negro families into Richmond.

In the post-war years large scale readjustments had to be made. The new population had to be accommodated as well as possible until the pressure was reduced enough to permit clearing the thousands of temporary units. Although it was not without controversy and hardship to many, Richmond did remove all temporary housing during the mid-fifties and the City population fell from 99,000 in 1950 to around 65,000. Of course many of these people did not leave West Contra Costa County, so the impact of the decline on the overall community was not as severe as might appear.

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TABLE NO. II

COMPARISON OF 1960 & 1966 POPULATION COUNTS

CITY OF RICHMOND, CALIFORNIA

U.S. Census Tract Number	1960[1] Census	1966[1] Census	60-66 Per-cent Change	Approximate Tract Location
60[2]	2758	4328	56.9	El Sobrante
	711	1167	64.0	(Whitecliff)
61[2]	295	578	95.9	Wildcat Canyon
	82	190	131.7	
63[2]	0	0	-	El Sobrante
	0	10		
64[2]	15	7	-46.7	Pt. Pinole
	12	5	-58.3	
65[2]	3640[5]	2956	-20.0[3]	N. Richmond,
	921	883	- 4.2	Hensley,
				Parchester
67[2]	3243	5057	55.9	Hilltop,
	809	1342	65.9	Rollingwood
70	3368	3281	-2.6	East Richmond
	1045	1089	4.2	Heights
71	5697	5138	-9.8	34th St. to
	1894	1933	2.1	Freeway, N. of
				Macdonald
72	7001	6319	-9.7	N. of Garvin
	2247	2232	-0.7	23rd St. to
				San Pablo
73	3375	2896	-14.2	N. of Garvin,
	1002	965	- 3.7	23rd St. to
				S.P.RR
74	4207	3824	-9.1	Vicinity of
	1555	1591	2.3	Civic Center

TABLE NO. I

COMPARISON OF 1960 & 1966 POPULATION COUNTS

CITY OF RICHMOND, CALIFORNIA

U.S. Census Tract Number	1960[1] Census	1966[1] Census	60-66 Percent Change	Approximate Tract Location
60[2]	2758 711	4328 1167	56.9 64.0	El Sobrante (Whitecliff)
61[2]	295 82	578 190	95.9 131.7	Wildcat Canyon
63[2]	0 0	0 10	-	El Sobrante
64[2]	15 12	7 5	-46.7 -58.3	Pt. Pinole
65[2]	3640[5] 921	2956 883	-20.0[3] - 4.2	N. Richmond, Hensley, Parchester
67[2]	3243 809	5057 1342	55.9 65.9	Hilltop, Rollingwood
70	3368 1045	3281 1089	-2.6 4.2	East Richmond Heights
71	5697 1894	5138 1933	-9.8 2.1	34th St. to Freeway, N. of Macdonald
72	7001 2247	6319 2232	-9.7 -0.7	N. of Garvin 23rd St. to San Pablo
73	3375 1002	2896 965	-14.2 - 3.7	N. of Garvin, 23rd St. to S.P.RR
74	4207 1555	3924 1591	-0.1 2.3	Vicinity of Civic Center

TABLE NO. I
(continued)

U.S. Census Tract Number	1960[1] Census	1966[1] Census	60-66 Per-cent Change	Approximate Tract Location
75	2975 1080	2772 1073	-6.8 -0.6	S. of Garvin, 23rd St. to S.P. R.R.
76	6176 1931	5733 2045	-7.2 5.9	Iron Triangle N. of Nevin
77	6245 2681	5517 2467	-11.7 - 8.0	Iron Triangle S. of Nevin
78[4]	2685 1005	2819 1118	5.0 11.2	Pt. Richmond
79	5367 1557	7112 1956	32.5 25.6	Southside N. of Cutting
80	2851 703	2639 751	-7.4 6.8	Southside S. of Cutting
81	4826 1500	5909 1873	22.4 24.9	Betw. Macdonald & Cutting, E. of S.P.R.R.
82[2]	3725 1031	4219 1297	13.3 25.8	S. of Cutting W. of Freeway (Annex)
83	5177 1769	5233 1868	1.1 5.6	S. of Potrero, E. of Freeway (Annex)
TOTALS	73611[5] 23523	76330 25860	3.7 9.9	

1. Upper figure is total population, lower figure is total housing units.
2. Figures are for portion of tract in Richmond only.
3. Tract 65 includes area cleared for Hensley Redevelopment Project since 1960 (1960 pop.-466 people and 126 units).
4. Including crews of vessels in port - 199 in 1960, 494 in 1966.
5. Includes 407 units and 1777 people in Parchester, annexed in 1963, for comparison purposes.

Sources: 1960 data, 1960 U.S. Census
1966 data, Sept. 1966 City of Richmond special Population Count
Richmond City Planning Department, January 1970

TABLE NO. 1
(continued)

U.S. Census Tract Number	1960[1] Census	1966[1] Census	60-66 Percent Change	Approximate Tract Location
75	2975 1080	2772 1073	-6.8 -0.6	S. of Garvin, 23rd St. to S.P. R.R.
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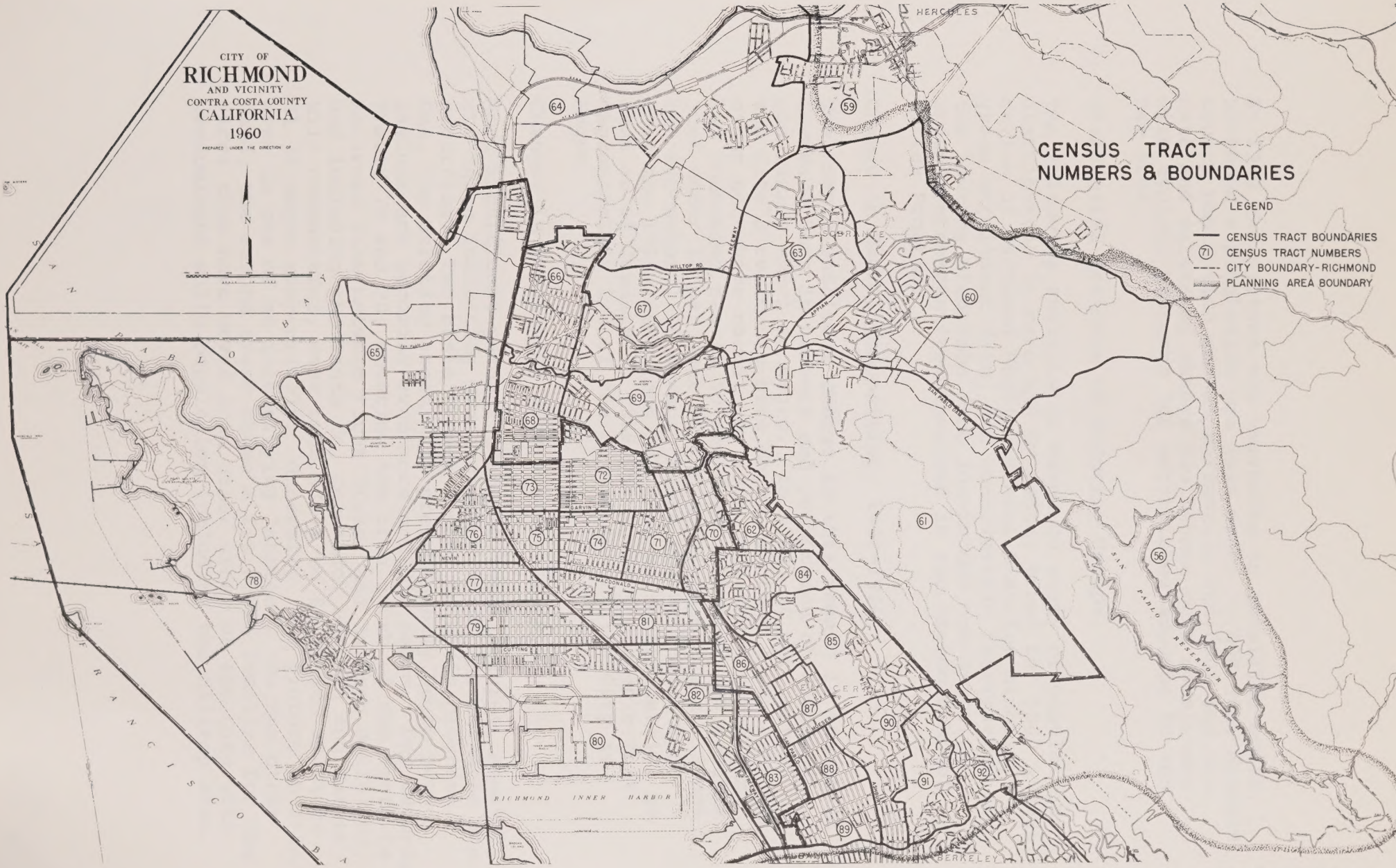
Richmond City Planning Department, January 1970



Community Renewal Program
Richmond, California
Map 3

By 1960 the picture was beginning to stabilize again. Richmond's population was just under 72,000 (the Western County population was approximately 160,000) and the rate and nature of change had become more consistent with typical patterns for established suburbs in the Bay Area.

2. Residential Patterns of Minority Groups.

The following analysis is based on study of population distribution by race and by census tract for 1960 & 1966; review of Richmond Unified School District minority group enrollment data, and considerable information on the housing situation from low-income and minority group representatives involved in the Richmond Model Cities Program.

Change in Racial Composition, 1960-1966

The most significant change in this regard is the rapid increase both in numbers and proportion of Richmond's population which is Negro. In 1960, 20 per cent of the City's residents were Negro, another 2 per cent of other non-white races. By 1966, the Negro population had increased nearly 50 per cent in number and equaled just under 30 per cent of the total population. Since the September 1966 census, there are no indications that the 1960-1966 trend has changed significantly, so that as of January 1, 1969, it is very probable that approximately 1/3 of the population of the City is Negro.

Changes in Population Distribution by Race

More significant perhaps than the total figures, however, are those indicating where changes in racial patterns are occurring. Two basic trends appear to be in progress. One, the existing areas with predominantly Negro populations are becoming even more solidly Negro. For example Tracts 79 and 80, covering the area south of the Santa Fe Railroad line between First Street and Carlson Boulevard, and including the Santa Fe, Coronado, Boorman and Easter Hill communities, went from 57.7% to 88.8% and 59.1% to 81.3% Negro respectively. Generally, the picture in this area is one of an intensifying "ghetto". On the other hand, the second trend shows a few Negro families for the first time have moved into other areas of the City with predominant white population including the Hilltop area

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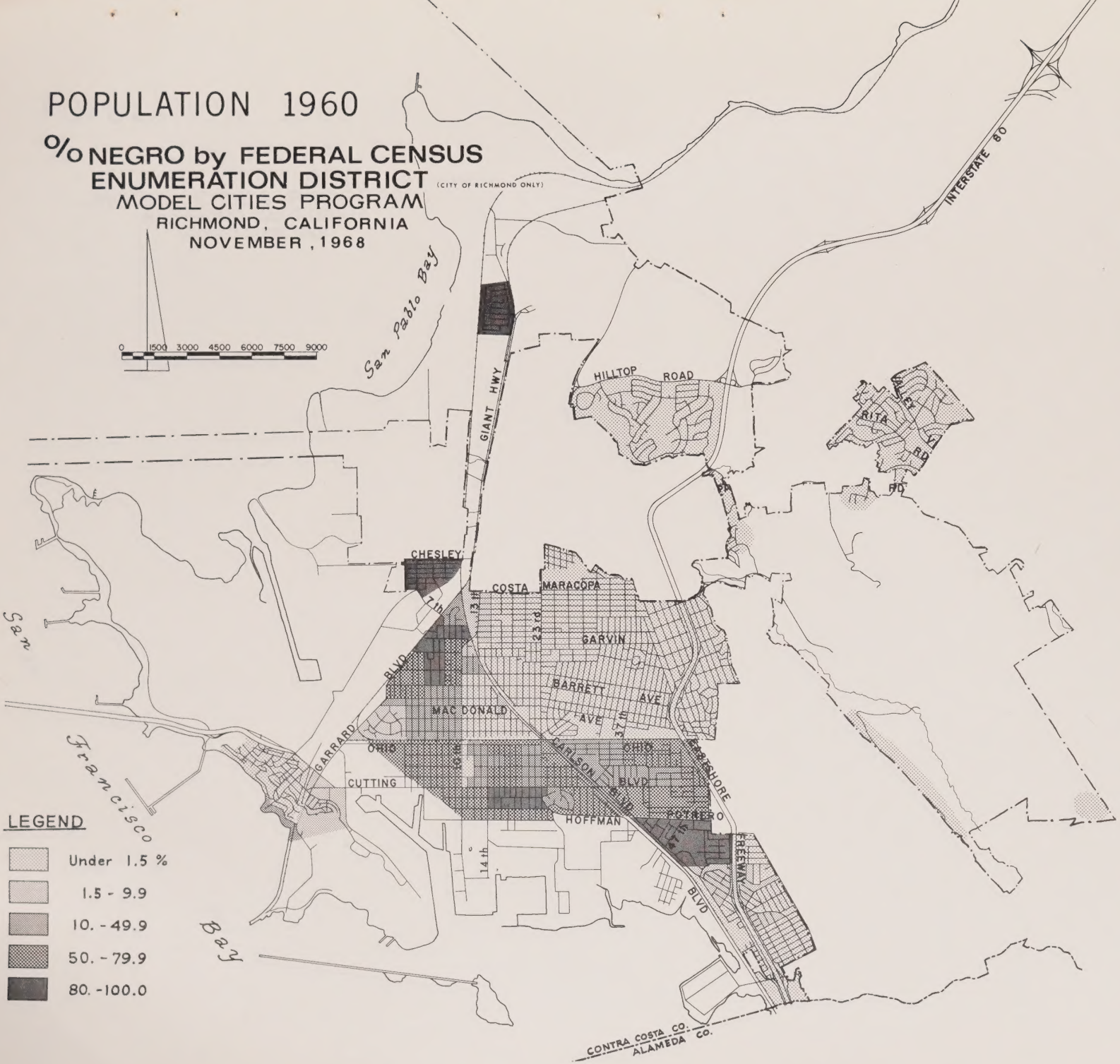
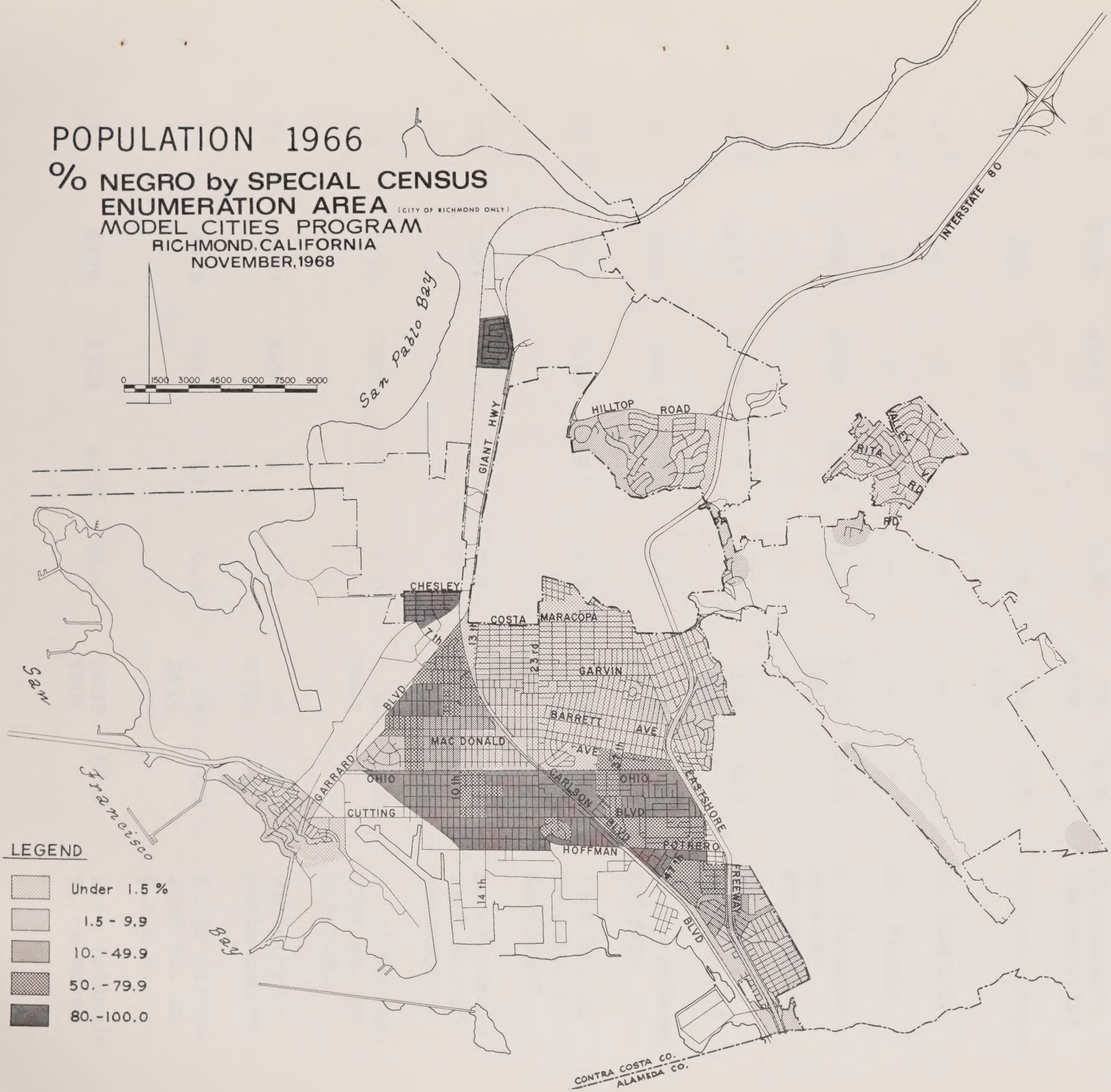
The most significant change in this regard is the rapid increase both in numbers and proportion of Richmond's population which is Negro. In 1960, 22 per cent of the City's residents were Negro, another 2 per cent of other non-white races. By 1966, the Negro population had increased nearly 50 per cent in number and equaled just under 30 per cent of the total population. Since the September 1966 census, there are no indications that the 1960-1966 trend has changed significantly, so that as of January 1, 1969, it is very probable that approximately 1/3 of the population of the City is Negro.

Changes in Population Distribution by Race

More significant perhaps than the total figures, however, are those indicating where changes in racial patterns are occurring. Two basic trends appear to be in progress. One, the existing areas with predominantly Negro populations are becoming even more solidly Negro. For example Tracts 73 and 80, covering the area south of the Santa Fe Railroad line between First Street and Carlson Boulevard, and including the Santa Fe, Coronado, Boorman and Easter Hill communities, went from 57.7% to 88.8% and 59.1% to 81.3% Negro respectively. Generally, the picture in this area is one of an intensifying "ghetto". On the other hand, the second trend shows a few Negro families for the first time have moved into other areas of the City with predominant white population including the Hilltop area



Community Renewal Program
Richmond, California
Map 1



Community Renewal Program
Richmond, California
Map 2

TABLE NO. II

NEGRO POPULATION 1960 and 1966
CITY OF RICHMOND, CALIFORNIA

Census Tract Data - Change in Negro Population

U.S. Census Tract Number (a)	1960 Population (b)	1966 Population (c)	1960 No. Negro (d)	1960 % Negro (e)	1966[1] No. Negro (f)	1966 % Negro (g)	Approximate Tract Location (h)
60[2]	2758	4328	1	0.0	23 4308	0.5	El Sobrante (Whitecliff)
61[2]	295	578	0	0.0	34 578	5.9	Wildcat Canyon
63[2]	0	0	-	-	-	-	El Sobrante
64[2]	15	7	-	-	-	-	Pt. Pinole
65[2]	3640[5]	2956	3329	91.5	2712 2871	94.5	N. Richmond, Hensley, Parchester
67[2]	3243	5057	2	0.1	156 5019	3.1	Hilltop, Rollingwood
70	3368	3281	0	0.0	45 3268	0.5	East Richmond Heights
71	5697	5138	12	0.2	28 5088	0.5	34th St. to Freeway, N. of Macdonald
72	7001	6319	5	0.1	8 6308	0.1	N. of Garvin 23rd St. to San Pablo
73	3375	2896	68	2.0	34 2887	1.2	N. of Garvin, 23rd St. to S.P.R.R.
74	4207	3824	3	0.1	18 3750	0.5	Vicinity of Civic Center
75	2975	2772	14	0.5	58 2614	2.2	S. of Garvin 23rd St. to S.P.R.R.
76	6176	5733	3495	56.6	3600 5605	64.2	Iron Triangle N. of Nevin

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U.S. Census Tract Number (a)	1960 Population (b)	1966 Population (c)	1960 No. Negro (e)	1960 % Negro (e)	1966[1] No. Negro (f)	1966 % Negro (g)	Approximate Tract Location (h)
77	6245	5517	790	12.7	1139 5349	21.3	Iron Triangle S. of Nevin
78[4]	2486	2329	43	1.7	54 2283	2.3	Pt. Richmond
79	5367	7112	3097	57.7	6177 6954	88.8	Southside N. of Cutting
80	2851	2639	1686	59.1	2032 2500	81.3	Southside S. of Cutting
81	4826	5909	1989	41.2	3520 4608	76.4	Betw.Macdonald & Cutting, E. of S.P.R.R.
82[2]	3725	4219	1548	41.6	2034 4074	49.9	S. of Cutting W. of Freeway (Annex)
83	5177	5233	54	1.0	177 5006	3.5	S. of Potrero E. of Freeway (Annex)
TOTALS	73611[5]	76330	16136	21.9	21849 73271	29.8	

1. Upper figures are for number of Negroes counted; lower figures are total number of people in tract for whom racial characteristics were obtained. Comparison of lower figure with the total 1966 population, Column C, will indicate extent of coverage on race. For Tract 74, for example, racial characteristics were recorded for 3750 of the 3824 people counted. Percentage Negro, 1966 is based on figures in Column f.
2. For portion of tract in City of Richmond only.
3. Lower figure in 1966 is very probably accounted for by clearance of area west of 13th Street for Rapid Transit yards.
4. Population figures do not include crews of vessels in port for which racial data was not obtained.
5. Includes 407 units and 1777 people in Parchester, annexed in 1963, for comparison.

Sources: 1960 data, U.S. Census
1966 data, Sept. 1966 City Population Count

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1966 data, Sept. 1966 City Population Count

(tract 67), the area east of the freeway (tract 70), Whitecliff (tract 60), around the Civic Center (tracts 71, 74, and 75), and in the Richmond Annex (tract 83). Elementary school enrollment figures confirm this trend and indicate it is occurring in El Cerrito and the unincorporated East Richmond Heights area also. (These areas being outside the city, were not covered in the 1966 count.) In terms of numbers, there have been perhaps only half a dozen or a dozen families per census tract, in most cases. However, the pattern appears clearly established. Although social pressures, particularly for families with younger children, can be a major deterent to moving into these neighborhoods, the greatest barriers are economic - higher priced homes, high down-payments, necessity of two cars in suburban areas, etc.

There are indications that the rate of movement of Negro families into outlying areas has slowed somewhat in the last year or two. This may simply be due to the generally tightened housing market, or may be due to increased pressure on Negro families which have achieved jobs with higher incomes to remain in or closer to the black community, or it may be due to the availability over the last year of several hundred very attractive single-family homes in the Potrero Redevelopment Project which are quite competitive with outlying suburban homes, or most likely, to some combination of these factors.

Accurate data are difficult to obtain because of the expense of survey or census work and the fact that City boundaries are not related to residential development patterns. Perhaps the most useful source of data on recent changes in racial composition of residential areas is the publication of elementary school enrollment by minority group classification. Although administrative actions, such as voluntary busing of children or allowing limited open enrollment tend to obscure trends, the basic "neighborhood school" pattern has been prevalent enough to permit drawing some conclusions. Thus it appears that the following changes in racial composition of the population are occurring:

a. The existing predominantly Negro areas are expanding and becoming increasingly black.

b. A slow trickle of Negro families is moving into the hill areas of Richmond/El Cerrito, and into the Fairmede area.

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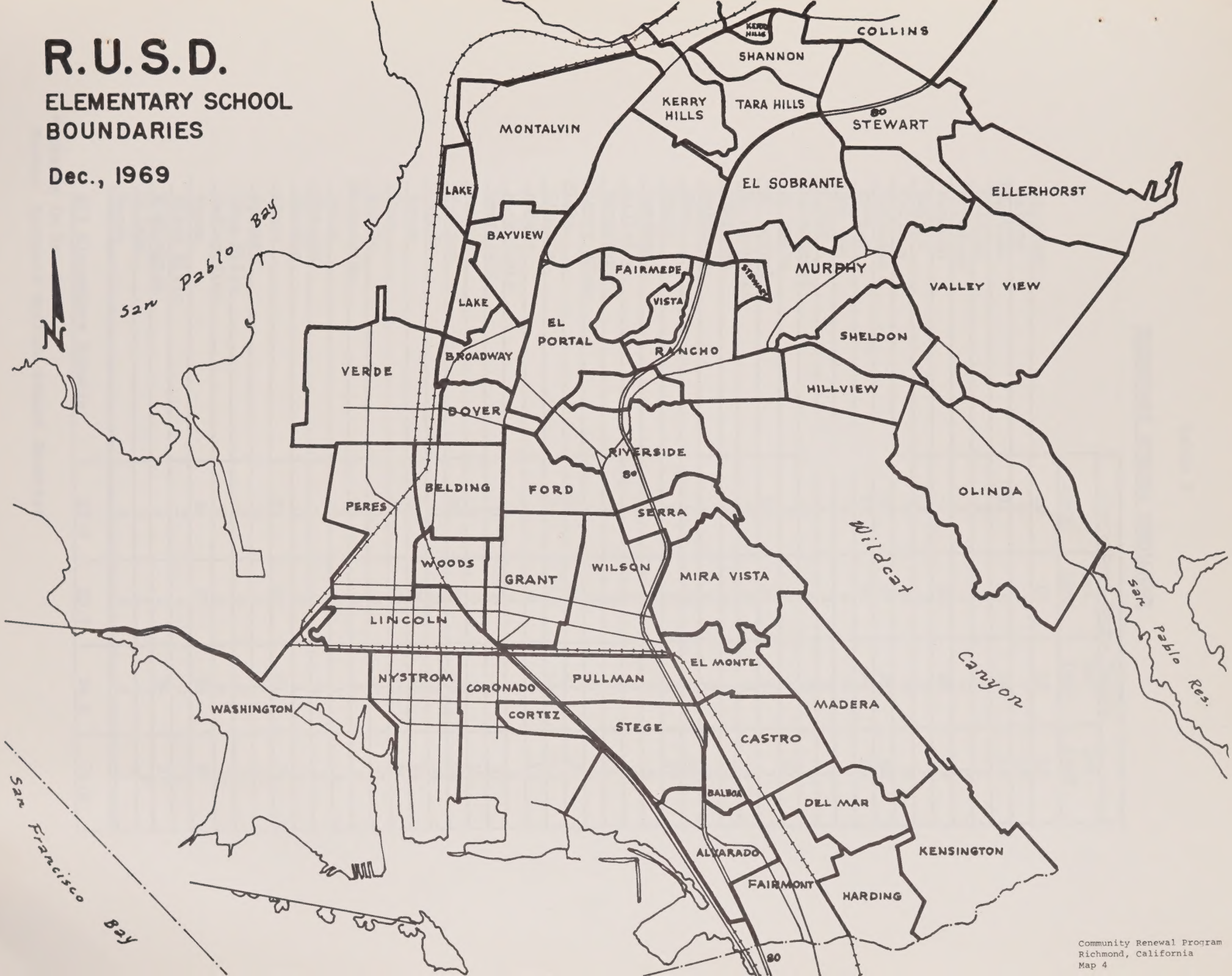
R.U.S.D.

ELEMENTARY SCHOOL BOUNDARIES

Dec., 1969



Community Renewal Program
Richmond, California
Map 4

Table 3

ELEMENTARY SCHOOLS ENROLLMENT

	Percentage Negro Pupils			
	1965	Oct. 1966	Oct. 1967	Oct. 1968
Alvarado	10	11	13	17
Balboa	4	5	7	19
*Bayview	22	18	18	19
Belding	2	2	4	5
*Broadway	1	0	0	0
Cameron	--	10	10	19
Castro	1	2	2	2
Collins	0	0	0	0
Coronado	97	97	98	98
Cortez	51	61	74	85
Del Mar	6	6	8	7
*Dover	1	3	3	2
Ellerhorst	0	0	0	0
El Monte	5	7	7	17
*El Portal	10	10	6	7
El Sobrante	0	0	0	0
Fairmede	2	4	7	10
Fairmont	1	2	2	3
Ford	0	0	0	20
Grant	0	0	2	19
Harding	3	2	3	4
Hillview	2	1	2	1
Kensington	1	2	1	1
Kerry Hills	0	0	0	0
*Lake	46	43	37	37
Lincoln	39	45	46	47
Madera	5	6	7	19
Mira Vista	3	4	5	8
Montalvin	0	0	0	0
Murphy	0	0	3	10
Nystrom	90	92	93	93
Olinda	0	0	0	0
Peres	89	88	93	91
King	89	93	93	94
Rancho	0	0	0	0
*Riverside	4	5	6	8
Serra	0	2	3	3
Shannon	-	-	0	0
Sheldon	0	0	1	9
Stege	82	81	81	74
Stewart	0	1	0	0
Tara Hills	0	0	0	0
Valley View	0	0	0	0
Verde	96	97	98	97
Vista Hills	2	4	9	13
Washington	1	2	34	37
Wilson	2	1	2	9
Woods	2	4	6	7
All Elementary Schools	22.0	23.7	24.2	24.8

*Schools in San Pablo
Source: Richmond Unified School District

Table 3

ELEMENTARY SCHOOLS ENROLLMENT

	Percentage Negro Pupils		
	Oct. 1965	Oct. 1966	Oct. 1968
Alvarado	10	11	17
Balboa	4	5	7
*Bayview	22	18	19
Belding	2	2	5
*Broadway	1	0	0
Cameron	--	10	19
Castro	1	2	2
Collins	0	0	0
Coronado	97	97	98
Cortez	51	61	85
Del Mar	6	6	7
*Dover	1	3	2
Hilgenrost	0	0	0
El Monte	5	7	17
*El Portal	10	10	7
El Sobrante	0	0	0
Fairmede	2	4	10
Fairmont	1	2	3
Ford	0	0	20
Grant	0	0	19
Harding	3	2	4
Hillview	2	1	1
Kensington	1	2	1
Kerry Hills	0	0	0
*Lake	46	43	37
Lincoln	39	45	47
Madera	5	6	19
Mira Vista	3	4	8
Montalvin	0	0	0
Murphy	0	0	10
Nystrom	90	92	93
Olinda	0	0	0
Peres	89	88	91
Rio	89	93	94
Rancho	0	0	0
*Riverside	4	5	8
Serra	0	2	3
Shannon	-	-	0
Shelton	0	1	9
Stege	82	81	74
Stewart	0	1	0
Tara Hills	0	0	0
Valley View	0	0	0
Verde	96	97	97
Vista Hills	2	4	13
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c. Only a scattered few Negro families have moved elsewhere into previously all white areas, such as Montalvin Manor, El Sobrante, Pinole or the Richmond Civic Center (north of Macdonald, east of 23rd St.) area.

d. There is some slight downtrend, judging from school enrollments in the number of Negro families in San Pablo.

Recommended Survey or Census

At this point it is difficult to judge the rate and nature of past change and extremely difficult to project with any certainty future changes. The 1970 census should provide good benchmark data plus a check on the accuracy of previous data and trend analyses. It is recommended that the City of Richmond begin advance efforts now to develop a comprehensive and accurate survey procedure for determining the location and nature of changes in the racial characteristics of the area's population. Such a survey should be based on the data gathered in the 1970 census, should cover at least West Contra Costa County and might possibly cover a larger part of the San Francisco Bay Area., It should cover other factors as well as race, including data on housing type, size, condition and price; family size and age; and income, and residential mobility in terms of number of changes and reasons for moving. If an area much larger than the City is covered, a County level effort or a joint Bay Area effort would obviously be required.

Although undoubtedly an expensive and complicated endeavor, such an approach is necessary on an interim basis between censuses if the data collected during the census is really to be of value in understanding conditions and trends. Such an interim survey or census should be held at least at the census midpoint and preferably every three years or so. Congress now has before it legislation to provide for a partial census of population at the mid-point of the decennial census period. The City should support such legislation but should begin preparation for a local operation in the event that the legislation fails or is unsatisfactory.

Role of Racial Discrimination

Although racial discrimination is playing a declining role as a barrier against open access to housing, it

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Role of Racial Discrimination

Although racial discrimination is playing a declining role as a barrier against open access to housing, it

still remains an important factor. Despite open housing legislation there is still discrimination practiced by homeowners, apartment owners, property managers and real estate professionals according to black persons knowledge in the real estate affairs. In portions of the Richmond housing market area discrimination remains sufficiently strong to assure virtually all white communities. Direct refusal as a means of discouraging non-white residents has generally been replaced by techniques such as stalling, discourtesy, poor service, price increases, credit discrimination and failure to inform non-white buyers or renters about housing available outside the established "ghetto" area and "approved" transitional areas.

The same source of information cited above tell us that it seems obvious, particularly in those areas which are all white but where prices or rents are no higher than in most of the black community, that direct and/or indirect discrimination is being practiced. Where housing costs are higher, economic factors are sufficiently effective so that discriminatory practices are felt by whites to be less necessary. Since most of the residential areas in West Contra Costa County which are virtually all-white do have housing at costs comparable to those in some of Richmond's black areas, it is difficult to come to any conclusion other than that discriminatory practices and attitudes continue to exist.

Quality and Desirability of Housing Available to Minority Groups

The neighborhoods and housing presently occupied by Negro families range from the least adequate and least desirable in the city to very pleasant new single-family communities (for the most part in redevelopment areas) which have good community facilities and services.

Again, data relating income, housing expenditures, housing quality, and race are extremely difficult to obtain, but some picture of the nature and extent of the problem can be obtained by comparison of figures on rent and income from the 1966 population count. Comparison of data on median income and median rents indicate that residents of low income areas, which in Richmond are very predominantly black, tend to pay higher proportions of their incomes for rent than middle income areas, whether black or white. However,

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there is no indication that middle income black families in the new redevelopment areas are paying a disproportionately high share of their incomes for housing. In fact, the opposite may be true. This seems to be especially so for families who purchased at a time when mortgage rates were lower. However, there is no data in the census as to whether Negro or other minority families moving into previously all white areas are paying premium prices for the "privilege". Discussion with real estate brokers indicates that although this occasionally happens it is not too frequent, especially where FHA or large lending institutions are involved. This change has come about partly because minority buyers are rapidly becoming more knowledgable and sophisticated, partly because attitudes on the part of people involved in real estate transactions are changing and partly because lenders and FHA will not make commitments to loan on inflated sale prices. Increasingly they insist that the mortgage amount be computed as a percentage of true appraised value, not the sale price.

Without going into detail, it is safe to say that the Richmond Model Neighborhood Area generally has housing which is of lower quality in terms of size, condition, availability of public and commercial services, presences of nuisances, etc., than elsewhere in the city. Yet residents of the Model Neighborhood area pay nearly equal rents and higher proportions of their income for the housing that is available.

As long as the minimum cost at which decent housing can be provided by the so-called "private market" without subsidy exceeds the ability to pay of families with low or even "moderate" incomes, subsidies are necessary if decent housing is to be provided. The Model Cities program is dedicated to making the quality of housing and community services in the MNA comparable to conditions generally prevailing elsewhere in the community while at the same time making this housing available at a cost that is reasonably proportionate to income, not exceeding 20 to 25 per cent depending on family size and circumstances.

Adequacy of Public, Institutional, and Commercial Facilities and Services

The Comprehensive Program produced under the first year planning grant for the Model Cities Program examines in considerable depth the adequacy of community services and facilities serving the Model Neighborhood Area.

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Clearly most are inadequate to meet the full needs of people in the area and many fall below the level of service provided outside the low-income or minority areas of the city. There is no necessity for repeating the findings of the Model Cities Program studies here; suffice it to say that the Model Cities program has covered the analysis of problems and made recommendations for improvements at a scale greater than would have been possible directly under this CRP program, with its limited scope. The CRP recommends that the Model Cities evaluation studies in regard to effectiveness of the various aspects of the program including the Concentrated Employment Program, be watched closely to determine when and if there appears to be need for additional action; the CRP does not recommend any alternate and possibly conflicting program for improved social services and facilities.

3. Housing Needs of Minority Groups

The CRP work program, proposed the development of the City's "Affirmative Program of Action to Improve Housing for Minority Groups" in conjunction with the development of the Housing Supply and Choice components of the Model Cities Comprehensive Program (see page 2). The approach to housing needs developed as a result of this effort differs from the approach contemplated in the HUD Handbook for the Community Renewal Program, as sketched out in Chapter 1, Section 4, p. 8.

According to the opinions obtained from the Housing Committee, the residents of the Model Neighborhood Area, participating in development of housing proposals, were not concerned about spending time or money on quantifying housing needs. Generally, they felt the excessive deficit in needed housing was well known and that there was no likelihood in the near future that actual housing developed would exceed needs. Also, there was concern that any approach which quantified need based on statistical measurements of the population (especially when the data was uncertain at times and based on many assumptions) would not and could not take into consideration residents feelings and desires relating to the qualitative aspect of "need". For example, the need for public housing, in the eyes of Model Neighborhood residents, should not be determined solely by counting the number of families of x size, y income, and z minority group, but should also find out how many of those families want to live in public housing. Furthermore, the decision on whether they want to live in

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public housing should be based on a general idea of where it will be, what size and kind of units, the total number in the project if it is a project, etc.

This will mean changing the usual approach. The Model Cities Program, through its Home & Neighborhood Improvement Center, and Housing Development Corporation, and working with the Housing Authority and Redevelopment Agency, will develop housing proposals, using present aid programs and new approaches (where and when possible), in response to the community's directives as to what is needed.

This approach will not produce an exact match between the new or rehabilitated housing that will be developed and what each resident or family wants - no approach can do that - but it should produce a closer relationship and hence greater satisfaction and particularly greater sense of participation. Because poor people do not have money with which to express their needs in the market place it is essential that an alternate approach be available to avoid having well intentioned "housers" or unscrupulous builders decide for them what they should want.

Of course, considerable quantitative data is available on the housing conditions and general housing needs of the low-income and minority residents of the city. Good data (1966 census) is available on number of households by size of family, and on race and age of residents. Income data is less satisfactory, since it is based on the 1960 census. Data on condition, cost and size (in no. of bedrooms) of the housing stock is also available from the 1960 census, but these data were of low quality to begin with and are pretty much out-of-date.

It is anticipated that little new data will be assembled prior to the 1970 census and that following the census considerable effort will be spent to assure that census data is kept current and, if necessary, that gaps are filled. At the same time the techniques needed for assuring that qualitative factors are inserted into the picture of housing need will be developed. This will be accomplished in a manner similar to the small sample survey taken in 1965 in the Iron Triangle, which helped give considerable insight into the importance of measuring need on a broader basis than simply family size, incomes, etc. (see: Richmond Model Cities Program Planning Grant Application, p. III-16 for further discussion of this survey).

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At this point it is difficult to say whether or not this approach, as now being worked out under Model Cities, will make possible longer range projections of needs plus means of telling how well these needs are actually being met. There is little reason to believe that the new approach will produce less housing, and considerable reason to hope that it will produce more both in quantity and quality. Since housing production, not measurement of need, is the real goal, the kind of detailed computation produced by juggling all the numbers available on housing and people may not be important. The Model Cities Program does include an evaluation component to determine whether its efforts are successful. If these evaluation studies show that low-income and minority residents are satisfied that substantial progress is being made along the lines they want, that should provide as good or better a measure of achievement than substracting units built or provided from an estimate of units needed according to a table or chart prepared years earlier.

4. Recommended Housing Program.

The Community Renewal Program, since it has been jointly developed as part of the city's Model Cities Program, recommends the implementations of the program approaches for housing described in chapter 4 of Richmond's Model Cities Comprehensive Program recently approved by the Department of Housing and Urban Development. Although these programs are directed primarily at the Model Neighborhood area, most are not limited exclusively to it and, of course, the major problems of housing improvement are found within the MNA. As far as increasing opportunities for minority group members, particularly blacks, to obtain a wider choice of housing opportunity, the major obstacle to open housing in West Contra Costa County is the high cost of decent standard housing. The Model Cities Program proposes attacking this barrier from two directions. First, the Housing Development Corporation or any other group or person aided by Model Cities, will be attempting to provide good housing at the lowest possible cost to the consumer and anywhere within the general Richmond area. Such housing, would be available on an open occupancy basis, both under the law and on the basis of the City's expressed policy as declared in the Richmond General Plan goals approved by the City Council.

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From the other direction, the Model Cities Program will attempt to increase the ability to pay of low income and minority residents of the City, so that a greater number of people will be able to afford the standard housing that is available (Model Cities Program, Richmond, California, Chapter 9, Employment Section 92-1). Although neither of these approaches gives any assurance that the broader white community will accept racial integration on a stable, permanent basis, both should at least achieve partial success in reducing the numbers of people limited to substandard housing choices or forced to live in locations other than their preferred location.

B. Social Resources for Renewal Action

1. Citizen Participation in the Renewal Process

Richmond has a well established pattern of community organization and involvement of residents in community improvement activities.

The City government has provided direct support in the form of staff services to neighborhood organizations. (Neighborhood Council Program) and has generally encouraged these organizations to speak out on matters affecting their interests. The Neighborhood Council Program has been stronger in the predominantly minority communities but has not been limited to such areas. Coordination between Councils is achieved by a Coordinating Committee of Neighborhood Council composed of the Presidents or Chairman of each Council (or their representatives).

In addition to the Neighborhood Councils there are, of course, many other groups and organizations which are entirely or partially concerned with representing residents of an area in relation to renewal and other public actions. These vary from groups representing specific areas or projects such as the Atchison Village Cooperative Apartments, Crescent Park 221 (d) 3 Apartments, Easter Hill Public Housing, North Richmond Neighborhood Houses and the Southside Community Center, to general organizations concerned with some particular group or program, such as the Council of Spanish Speaking Organizations, Greater Richmond Interfaith Program (GRIP) pledged to joint interracial and religious coordination People Pledged for Progress (minority community advancement in various ways), Richmond Citizens Planning Association (civic and conservation issues) civil rights organizations such as the NAACP & CORE, etc.

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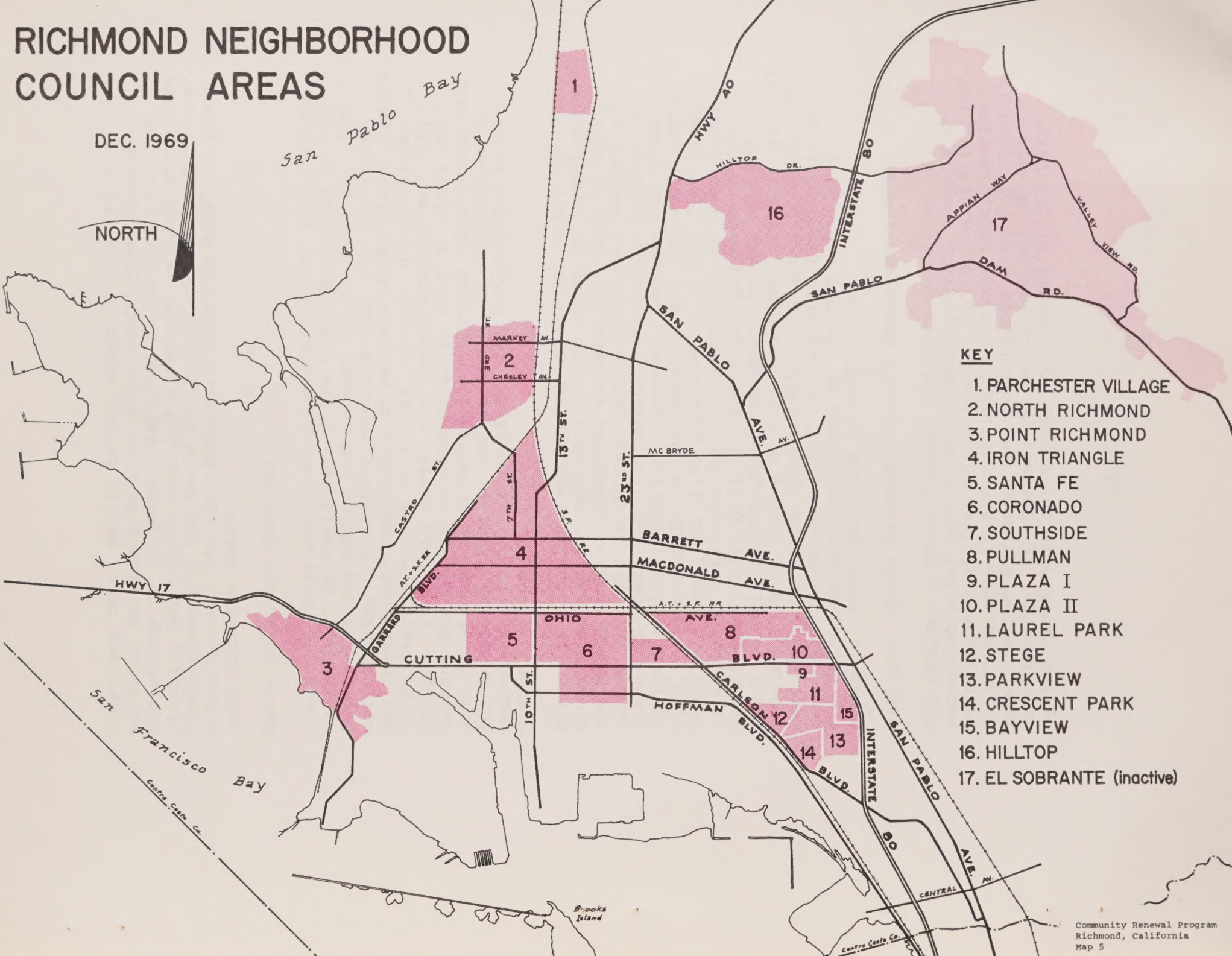
RICHMOND NEIGHBORHOOD COUNCIL AREAS

DEC. 1969



KEY

1. PARCHESTER VILLAGE
2. NORTH RICHMOND
3. POINT RICHMOND
4. IRON TRIANGLE
5. SANTA FE
6. CORONADO
7. SOUTHSIDE
8. PULLMAN
9. PLAZA I
10. PLAZA II
11. LAUREL PARK
12. STEGE
13. PARKVIEW
14. CRESCENT PARK
15. BAYVIEW
16. HILLTOP
17. EL SOBRANTE (inactive)

Community Renewal Program
Richmond, California
Map 5

There are three public bodies which do have staff services available to them which could provide some assistance to citizens interested in participation in planning and policy making for renewal related activities. These three are the Human Relations Commission, Citizens' Urban Renewal Advisory Committee, and the Model Neighborhood Citizens Board.

Human Relations Commission

The Human Relations Commission consists of nine members (eight must be residents of the City) appointed by the Mayor with the advice and consent of the Council. The establishing legislation provides that the Commission may investigate conditions on matters where there appears to be discrimination on racial, ethnic, or religious grounds, and shall advise the Mayor, Council and City Manager and others on such matters; that it shall promote tolerance and understanding through educational and informational efforts, and in the event of disorder or community tension, it shall make an independent investigation and report.

Since its establishment approximately six years ago the Commission has not had occasion to study or investigate any major problem involving renewal, although it could become involved in renewal related planning and policy issues if there were indications of racial, ethnic, or religious discrimination. However because the Commission is responsible to the Council, and its staff works under the administrative supervision of the City Manager, it would be difficult for the Commission to dissociate itself from City Hall if the situation were one in which a small neighborhood or community was opposed to a Redevelopment Agency or City position. In more general matters, such as of discrimination in housing or employment, the Commission might be more effective, although the Redevelopment Agency has on its own taken many steps to reduce problems in such areas.

Citizens' Urban Renewal Advisory Committee (CURAC)

The Citizen's Urban Renewal Advisory Committee is the second official agency which could provide a means of establishing citizen participation in renewal activities. This Committee is the official citizen participation group called for under the Workable Program for Community Improvement. It consists of twenty persons, appointed by the Mayor with the advice and consent of the City

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Council; they need not be City residents. They are not specifically representative of designated groups affected by or related to Urban Renewal.

CURAC meets frequently and discusses a wide range of topics, but has seldom explored problems in depth. The powers and duties of the Committee are very broad and general. Partially because of a broad charge coupled with indistinct and sporadic relationships with both the Redevelopment Agency and the City Manager's office, it has never had strong input into renewal issues. Nor has it been equipped to play a significant role in such issues. Its members have often complained that few matters have been referred to it. In fact, even though the ordinance creating CURAC states it is advisory to the City Council on all matters pertaining to Urban Renewal Programs, it does not require that all matters and agencies dealing with Urban Renewal refer such matters to CURAC for its review and report. It seems clear that in the past it has not enjoyed the status of a significantly important advisory body.

Model Neighborhood Citizens Board.

The third official body is the Model Neighborhood Citizens Board (MNCB) which, under the 1968 Housing Act, is given the specific function of providing citizen input into any residential renewal projects in a Model Cities area and included in a Neighborhood Development Program (NDP). In Richmond there are no residential redevelopment projects in the Model Neighborhood area at present, however, HUD encourages establishment of citizens groups for all types of projects, and arrangements are now being worked out for the Model Cities Board to serve as the citizen participation input to the Downtwon Project (Calif. R-56) and any additional projects in the Model Neighborhood area. The Model Cities Program has some staff which can aid the Board in this role, but additional staff is necessary if there is to be genuine citizen participation in future planning.

The Model Cities First Year Program provides for two alternate approaches to renewal planning in the Model Neighborhood Area. The first, and preferred approach calls for the inclusion of funds in the Richmond Redevelopment Agency's first NDP application for a renewal planner. This person, mutually acceptable to the Redevelopment Agency and Model Cities Program

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would work under the Model Cities Program Coordinator and would be responsible for assuring that the redevelopment planning in the Model Neighborhood Area was responsive to the community and that the community understood redevelopment requirements and operations. This approach is dependent on working out the inclusion of a proposed redevelopment project in the NDP application more particularly the western portion of the 10B project between 4th, 6th, Nevin and Macdonald Avenues and/or the West Nevin project in the vicinity of "A", "B", and "C" Streets.

If only the revised 10A (downtown) project is included in next year's renewal program, there would be no requirement that the Model Cities Program would be involved in renewal planning. However, there would still be a need for planning for future redevelopment projects. To accomplish this the Model Cities program would have to accept the second alternative, which would be development of preliminary redevelopment proposals and community policy guidelines for projects using present staff resources or, possibly, student, part-time, or consulting assistance.

Obviously, the first approach is preferable since it provides funds for a specialist in renewal planning for the people who, as required by HUD constitute the necessary citizen participation. However, if the second alternative becomes necessary it may be possible to find some source of funds for hiring a full-time person, although this cannot be assured as of the writing of this report.

2. CRP Recommendations for Improved Citizen Participation.

Although Richmond's record for involvement of residents and especially low-income or minority residents, in planning and policy making has not been especially poor in recent years, there are a number of changes which could improve the picture. The Community Renewal Program recommends particularly the following.

a. Neighborhood Councils.

Increased support services for Neighborhood Councils and similar groups. The present arrangement for city staff service to such groups is uneven and responsibility for it is not clearly assigned. The City should indicate just what basic services it

would work under the Model Cities Program Coordinator and would be responsible for assuring that the redevelopment planning in the Model Neighborhood Area was responsive to the community and that the community understood redevelopment requirements and operations. This approach is dependent on working out the inclusion of a proposed redevelopment project in the NDP application more particularly the western portion of the 10B project between 4th 5th Nevin and Macdonald Avenues and/or the West Nevin project in the vicinity of A B and C Streets.

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a. Neighborhood Councils.

Increased support services for Neighborhood Councils and similar groups. The present arrangement for city staff service to such groups is uneven and responsibility for it is not clearly assigned. The City should indicate just what basic services it

will provide and should designate the person responsible. This might be in the form of part-time clerical assistance, possibly in the office of the Human Relations Officer. Services might include mimeographing all meeting announcements and agendas (up to a maximum number), recording names and addresses and phone numbers of officers, and possibly maintaining membership rolls on a current basis; keeping by-laws, minutes and other records in open files in a central office; mailing agendas of public agency meetings, hearings, etc., to officers and others. Of course, each neighborhood group would be responsible for its own set of files and for assuring that the city's central office service received copies of material on time, etc. The City file service would be to assure that records were available to organization members and that there was continuity through the inevitable ups and downs of Neighborhood Groups. Minutes of meetings, records of elections and similar actions would, of course, be compiled by the organizations themselves and not by the City. Only duplicating, filing, mailing, and similar services would be performed. The costs of such an arrangement should be primarily borne by the City, with some contribution possible from the Redevelopment Agency for any groups directly involved with their program, or from the Model Cities Program or any other available source including the neighborhood groups themselves.

Generally, organizations eligible for such assistance would have to represent a specific neighborhood or area and have a membership open to any resident of the area. Special interest groups, such as business groups, homeowners organizations, racial or ethnic groups, etc. would not qualify.

b. The Human Relations Commission.

The Human Relations Commission should undertake the general function of overseeing the extent to which there appears to be genuine citizen participation representing all aspects of the community in the planning and policy making functions of the city. This would be essentially a monitoring of community sense of effectiveness in their participation efforts, rather than direct injection of the Commission into the ways and means specific groups are participating.

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c. The Citizen Urban Renewal Advisory Committee.

The CRP makes a number of recommendations to bring CURAC closer to the center of renewal issues. The recommendations cover changes in composition of the membership, adequate staff support through direct connection with the City Manager's office and liaison with City agencies related to renewal, as well as mandatory referral to it of renewal proposals.

The CRP recommends serious consideration be given to changes in CURAC's composition. Its membership should include representatives of designated groups, and administrative support should be provided directly from the City Manager's office, although it could continue to be delegated to the Building and Conservation Section.

It might then develop into a functioning and useful advisory body. For example, memberships might be established to provide representation from organizations representing the following groups.

The Spanish speaking community.
Civil rights groups.
Retail businesses.
Neighborhood councils
Richmond industry.
Board of Realtors.
Apartment owners.
Financial institutions.

Although the City Council should retain the right to make appointments, provision could be made that certain appointments be from a selected list of candidates proposed by organizations representing the general categories specified above.

The CRP also recommends that continuous liaison with City agencies concerned with renewal, for example, the Redevelopment Agency, the Planning Department, Division of Inspection Services, and the Model Cities Program, should be maintained by designated staff members from each of these agencies. They would attend CURAC meetings as non-voting observers, and be available as "resource persons" for information on projects of their respective agencies.

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The CUP recommends serious consideration be given to changes in CURAC's composition. Its membership should include representatives of designated groups, and administrative support should be provided directly from the City Manager's office, although it could continue to be delegated to the Building and Conservation Section.

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To further strengthen the advisory role of CURAC, all City agencies and departments which are in the process of preparing proposals for urban renewal or related programs should be required to submit drafts of the proposals to CURAC for review and report prior to presentation to the City Council. Such referrals should be made on a schedule which would permit adequate study by its members.

d. The Model Neighborhood Citizens' Board.

The Model Neighborhood Citizen Board will, of necessity, be a major input for citizen participation in renewal planning since that role is automatic for any renewal programs in the Model Neighborhood Area. The most important requirement for the Board's effective participation is adequate knowledgable staff support. The CRP recommends the approach discussed above be put into effect, calling for a renewal planner directly under the Model Cities Program Coordinator.

For any of the above recommendations to result in real improvements in citizen involvement in and greater democratization of renewal it will be important for the public agencies involved to increase their ability and willingness to deal openly with citizen groups. This includes staff level personnel of federal, Redevelopment Agency, and City offices, as well as the elected and appointed officials. In turn, of course, the individuals responsible for representing citizen or community concern will have to devote considerable time and energy to the job of understanding the complicated nature of any renewal effort.

3. Other Social Resources Needed for Renewal Action.

Generally, Richmond is fairly well served by public and private social welfare agencies providing services to residents of the area. Within the Metropolitan area of San Francisco there is a nearly full array of social service, health, education, youth service, employment, and other social service agencies, public and private, most of which provide services to the Richmond area. The major problems are lack of funds for providing all the services desired or necessary, and lack of coordination among various services and between the services and the Redevelopment Agency or other public agencies involved in renewal.

To further strengthen the advisory role of CDRAC, all City agencies and departments which are in the process of preparing proposals for urban renewal or related programs should be required to submit drafts of the proposals to CDRAC for review and report prior to presentation to the City Council. Such referrals should be made on a schedule which would permit adequate study by its members.

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The Model Cities Program has, as one of its major goals, improving the coordination between public and private services of many kinds, as well as making them more responsive to those they serve. Although this effort is directed primarily at residents of the Model Neighborhood Area where the potential for renewal actions is highest it obviously will not be limited to that area. The Model Cities Comprehensive Program includes an examination of present facilities and services and includes many recommendations for additions, changes, and improvements on them. Since the program is not yet fully underway it remains to be seen just how successful it will be, but at this point there would be nothing gained from proposing any other approach to coordination of services. (MCP Volume II, Chapter 8, Social Services).

The Model Cities Program also provides some possibility for increased funds for services, either directly through the program or indirectly by advancing the priority of funds for programs of other agencies.

CRP Recommendations for Relocation Services

The problem of assuring that services are provided when needed to those affected by renewal action is probably the most significant one insofar as the Community Renewal Program is concerned. The Model Cities Program, following the directives of HUD, has already recommended a single relocation service for all persons facing relocation as a result of public action. (MCP Volume II, Chapter 4, Housing 4.3-5) In connection with this service, the CRP recommends that there be a related central service for coordinating and assuring provision of social services needed by residents of a renewal area, at least to the extent that renewal actions create or aggravate the need. The CRP recommends that staff and administrative costs for coordinating services, and eventually direct or contractual costs for the services themselves, be supported by the federal government. This support preferably would be in the form of 100 percent grants paralleling relocation grants, but if necessary could be included as part of the overall project cost and shared between federal and local governments.

At this stage the greatest need is for taking the initial steps to set up a program for improving services. Future experience will be necessary before the most satisfactory approach can be worked out.

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C. Consultant Study Items

The following sections of the CRP report on the various work items were studied by the consulting firm, the Center for Environmental Design, Planning, and Development (CED) engaged under the Model Cities Program. The consultants recommendations were included in a report for the Model Cities Program which has been included with this Community Renewal Program as a separate appendix. (Note This appendix has not been included with all copies of the report because of limited availability. A copy is available for review if desired, at the Richmond Planning Department or Model Cities Offices.)

This portion of the Community Renewal Program consists of a summary of the work done by the consultants as well as related work developed through joint Model Cities - CRP Planning. In some instances recommendations of the consultant have been modified to reflect later information or community concern. Although this section of the CRP has been written so as to stand by itself, cross-references to the CED report and Model Cities Comprehensive Program have been added for the benefit of readers who may wish to go into particular recommendations in more detail.

1. Recommendations Regarding Detrimental Effect of Traffic

The consultants were asked to make recommendations in the area of traffic impact because several major traffic and circulation proposals affect the Model Neighborhood Area particularly and, to some extent, other neighborhoods or the city as a whole. These major proposals are

The Hoffman Freeway.
The Northwest Freeway.
The North Richmond Bypass
Routing of north-south traffic thru the Iron Triangle and southside.

a. Hoffman Freeway.

From the point-of-view of effect on nearby areas, the principal problem created by this freeway proposal is that it forms a barrier between part of the Santa Fe neighborhood and future important community facilities on the south. If the freeway is constructed on an embankment, as now proposed, it will be difficult for those living north of the freeway to get through to the waterfront area just south of Cutting Boulevard,

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or to walk through to Cutting Blvd. to make bus connections. In order to avoid the negative effects of such a barrier on the neighborhood, it is recommended that all or most of the length of freeway between First Street and Seventh Street be on structure with appropriate landscaping and lighting.

Since completion of the study by the consultants, the Division of Highways has announced that final design wrok on this freeway has began and that construction is expected within 5 years. The City has submitted recommendations on improving the design and function of this facility.

b. Northwest Freeway.

This freeway proposal is included in the State Freeway Plan but is even further in time from construction than the Hoffman Freeway. The problem is in many ways, however, more critical. To date no alignment has been established because of conflicting political pressures at the local level. As long as this alignment remains in doubt there is a major cloud hanging over the areas effected by the various alternates proposed.

The Center for Environmental Design was asked to review the status of this freeway as part of their study. Their report contained the following major points

(1) The Northwest Freeway proposal was first included in the State Freeway System as a result of a 1957 study by Wilbur Smith and Assoc., prepared for the City of Richmond, which indicate future traffic demand would require a freeway type facility. This future demand was based on projected traffic increase of 6% per year plus substantial development, primarily industrial, along the southside and No. Richmond waterfront areas.

(2) The projected traffic and development have not occurred as expected and, for various reasons such as Bay development control, may never occur. The projected 1975 traffic figures are not expected to be reached for many years after that date.

On the basis of these indications, the consultants draw the following conclusions and make the following recommendations in their report (pp. 22 & 23):

> The present level of development in the areas adjacent to the proposed Northwest Freeway does not result in a traffic demand for an improved freeway type facility functioning as a circumferential route. Previous estimates indicated that Northwest Freeway volumes in 1975 would range between 18,000 and 35,000 vehicles per day. At the present time, through traffic demand in the Model Cities Area in a north-south direction is estimated at approximately 12,000 vehicles per day. Even if all this traffic could be induced to utilize a Northwest Freeway route, an extraordinarily large growth of volume would have to occur in the next seven years if the past projections are to remain valid.
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> Alternate proposals for routing of the Northwest Freeway have included routes at several locations in the Model Cities Area. Such routes would add another barrier to the area, and require a considerable amount of land for the freeway and interchange areas. ...The existing need for a freeway type circumferential route is not at all evident from the existing information. Analysis of 1975 desire lines, tempered by the lack of projected development to date, indicates that this freeway route would serve as an intra-city facility rather than inter-city facility.

If the Northwest Freeway remains in the State Highway System as a non-federally aided freeway with a low priority because traffic demand is minimum, it is likely to be many years before funds will be available for its construction. If, however, a major thoroughfare or expressway type facility, with other sources of funds available for its development, is considered, it may be possible to advance the construction date considerably. This approach would mean reducing the uncertainty in the area as to alignment and timing plus assuring good access to the Richmond downtown area sooner. City of San Pablo officials have expressed an interest in exploring this approach as a solution to the present impasse on Freeway location agreement.

on the basis of these indications, the consultants draw the following conclusions and make the following recommendations in their report (pp. 22 & 23):

The present total of development in the areas adjacent to the proposed Northwest Freeway does not result in a traffic demand for an improved freeway type facility functioning as a circumferential route. Previous estimates indicated that Northwest Freeway volumes in 1975 would range between 30,000 and 35,000 vehicles per day. At the present time, through traffic demand in the Model Cities Area in a north-south direction is estimated at approximately 17,000 vehicles per day. Even if all this traffic could be induced to utilize a Northwest Freeway route, an extraordinarily large growth of volume would have to occur in the next seven years if the past projections are to remain valid.

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The Community Renewal Program Recommends

1. That the need for the proposed Northwest Freeway be restudied and that consideration be given to development, as an alternative solution, of a controlled access thoroughfare which would require less land and provide better local service.

2. That the City of Richmond and the other localities involved explore with the State Division of Highways the possibility of including such a thoroughfare in the Federal Aid Secondary Highway System.

(These recommendations have also been made by the MCP. Volume I Chapter 3, Land Use 3.4-1).

c. Thoroughfares and Local Streets.

Because of the original grid subdivision pattern and the existence of railroad barriers, through traffic service in Richmonds central areas has long been inadequate and poorly channeled. The Major problem in this regard is the movement of north-south traffic especially between the industrial districts below Cutting and Hoffman Boulevards and the residential districts in the central and northern parts of the Richmond Area. East-west traffic is generally better served by major routes.

The CRP consultant firm recommended certain actions to improve north-south circulation and reduce through traffic use of local streets.

At the time these recommendations were developed (July and August, 1968) the full picture as to the proposed regional shopping center development in the Downtown Project had not yet become clear.

The Community Renewal Program, recognizing the more recent proposals included in the downtown program and developed in connection with Model Cities, makes the following recommendations

1. That the North Richmond Bypass be given top priority for immediate construction in order to provide relief from heavy through commuter and truck traffic on Filbert/Third Street in North Richmond.

2. That north-south traffic through the Iron Triangle area be concentrated initially along the 6th - 7th Street alignment, and eventually divided between this alignment and Garrard Boulevard, as improved and extended to connect with 13th St. as recommended by the consultants (CED page 24) Unless the redevelopment of the Downtown makes retention of 10th Street as a through street impossible or undesirable, this street could continue to serve as a carrier for some through traffic, although its basic function should be to provide access to the central area, rather than a route through it.

3. As major and minor through streets are improved to handle the amounts of traffic channeled onto them, minor residential streets which now provide alternate but undesirable parallel routes should be controlled by traffic signs, or even by closing or traffic diverters if requested by residents and feasible from a traffic point of view.

(See MCP, Chapter 3, Land Use 3.4 and 3.4-4).

2. Consultants Recommendations Regarding (1) Improved Appearance of the City and (2) Needed Public Facilities.

The Consultants were asked to include in their report recommendations regarding means of improving the physical quality of the Model Neighborhood. Their role in this regard was essentially to be a complementary one, in the sense that prime responsibility for development of programs remained with the Model Cities Board and staff, with the consultants asked to respond to proposals and/or add such proposals of their own as they might be able to develop in the brief time alloted for their study. Listed below are the proposals and recommendations made by the Center for Environmental Design in their report.

Those recommendations most significant from the point of view of renewing or rehabilitating the City, that is, most appropriately a part of a renewal program are marked with an asterisk, this CRP recommends that they be undertaken as part of the City's long-range improvement efforts. This does not imply that the other recommendations are not significant from the point of view of improving the community, however, but only that they are less related to the renewal concept.

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CED RECOMMENDATIONS

A. Parks and Open Space

1. Lake Richmond

A local architect proposed to the City of Richmond that an artificial lake be created in Richmond bounded by Nevin Avenue, 2nd Street, 6th Street and the A.T.S.F. Railroad. The lake would be connected to the Santa Fe Channel by constructing a channel along Fifth Street. The proposed Lake Richmond program would eliminate most of the best homes and buildings in the Iron Triangle to introduce an artificial water element into the urban environment. This would mean a great deal of relocation and the removal of many fine structures. We believe the Lake Richmond proposal should be abandoned and emphasis placed on integrating the existing waterfront into the neighborhood.

*2. Wildcat Creek Park

This linear park could provide the means for the residents of the Model Neighborhood Area to walk, cycle or ride up into the hills and regional parks or to the waterfront. A minor system of neighborhood linear parks could connect into the Wildcat Creek Park. Careful consideration must be given to the designing of the flood control facilities in Wildcat Creek to insure the preservation of the trees and natural vegetation and to make the water flow area usable. This has been accomplished in other areas through the swaleing of the channel and creating islands around specimen plant life. Close working relationships with all agencies concerned with the development of Wildcat Creek and a public commitment to allow for nothing but the best in the designing of the physical facilities in this multipurpose project will assist in achieving the optimum facilities for the general public and, in particular, for the Model Neighborhood Area.

*3. Acquisition of additional space in North Richmond for a Regional Recreation center and outdoor recreation facilities, at Verde School as proposed.

4. The development of a series of small parkettes to provide for neighborhood play areas.

5. Reorganization of Memorial Park to better relate it to today's leisure needs.

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5. Reorganization of Memorial Park to better relate it to today's leisure needs.

6. Stewart Playground to be rehabilitated and reorganized.

7. Rehabilitation and reorganization of existing tot lots.

8. A system of strip parks to unify the various parks and open space program into a system to develop a major urban beautification program and to allow for pedestrian access to all major recreation resources.

9. Shields Park be expanded and reorganized as proposed by the Parks and Recreation Department.

10. The reorganization and rehabilitation of all school grounds.

11. The development of a system of scenic drives, pedestrian cycling path and vista points along the waterfront to connect the residential areas with the waterfront.

B. Recreation Facilities

1. Development of a neighborhood center with gymnasium at Martin Luther King Park.

2. Development of nightlighting facilities for major outdoor recreation, i.e., baseball, softball, basketball and other court games at Martin Luther King Park.

3. Strip Park Facilities - The basic concept underlying the strip park is the connection of all major social activity centers in the Model Neighborhood area through a system of linear park. The strip park should be a prime location for a number of Recreation and Education Facilities. The first of these should be a large Neighborhood Center as the first phase of the Martin Luther King Center Complex

C. Waterfront

The City of Richmond is endowed with excellent waterfront resources in the San Francisco Bay. It would seem reasonable to commit a portion of these resources for people uses as well as industrial uses.

1. Potential industrial park from Hoffman Boulevard to Wright Boulevard between 23rd Street and 25th Street.

2. Potential Waterfront Park at south easterly boundary of the City of Richmond.

6. Stewart Playground to be rehabilitated and reorganized.

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*3. A major commercial recreation area and public plaza (i.e., Jack London Square) bounded by Canal Boulevard and Cutting Avenue.

4. The development of a beach and shallow swim lagoon and small boating lagoon from Kellers Beach to Ferry Point.

5. The development of a major regional conservation study center located at the San Pablo marshlands and Wildcat Creek as a focal point for

   a. Nature study preserve

   b. Waterfront housing

6. A system of vehicular, pedestrian and bicycling scenic roads with small vista points to traverse Point Molate and Point Richmond, to provide a pleasant drive, walking or cycling to the waterfront.

7. Lake Savannah - an artificial fresh-water lake with small boating and fishing, to be constructed as a local flood control ponding area in the vicinity of Garden Tract Road and Pittsburg Avenue.

8. The extension of Pt. Molate Beach to include additional beach area and facilities.

D. Urban Appearance

*1. The undergrounding of all electrical and utility lines.

*2. Replacement of existing lighting fixtures and additional fixtures where needed.

*3. Immediate, medium range and long range comprehensive street tree and landscape plans.

*4. Special attention be given to the designing of street furniture to give the Model Neighborhood Area a distinctive character.

*5. The development of a landscape plan for the railroad tracks to visually screen the unsightly railroad tracks from the residential area.

6. The possible development of a pedestrian plan for the railroad track right-of-way, with consideration for underpasses and overpasses.

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7. Quarrying plans and controls to preserve the form and attractiveness of Point Richmond.

8. School Buildings

The school facilities renewal and rehabilitation to be keyed into the Education Committees' program.

a. Lincoln School - complete rehabilitation program.

b. Roosevelt School - complete renewal program.

c. Verde School - paint-up, fix-up.

d. Peres School - paint-up, fix-up.

e. Nystron School - complete renewal.

9. Vacant Lots

*Vacant lots should be considered for

a. Possible small parks.

b. Desirable housing to be saved in renewal areas to be moved to empty lots.

c. Lease by City and lease back to local residents at $1.00 per year for gardening purposes.

d. Lease by City and lease back to churches at $1.00 per year for church outdoor recreation purposes.

e. The City of Richmond undertake a comprehensive program of mandatory landscape improvement on vacant private and public lands.

*10. The City of Richmond consider a program for the cleaning up of the Model Neighborhood Area, i.e.

a. Sweep the streets on a more regular basis.

b. Maintain the planting strips.

c. Clean-up and paint-up existing public buildings.

*11. A home improvement center should be developed in each of the Model Cities Areas. It is suggested that the centers be a home which can be purchased and used as a demonstration center to assist the people in making improvements

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*E. Gateways

Special open space features might be provided at each major entranceway into the city. This program will assist in city image and definition.

*F. Landmarks

Consideration could be given to preservation and rehabilitatior of landmarks that are an integral part of the history of Richmond, i.e.

1. Fire house on 5th Street.

2. Library building on Nevin.

3. Southern Pacific and Santa Fe stations.

4. Many of the old family homes in the Iron Triangle.

5. Old Post Office building (Boilermakers Hall) on Nevin Avenue and 6th Street.

6. Windmills.

7. Turreted house on Nevin Avenue and 13th Street (to be moved).

G. Cultural Facilities and Programs

1. Consideration of improving the level of library service through the increase of service and bookstock at the library on Nevin - raising the number of stops of the bookmobile and moving the Museum to make room for library expansion.

2. Consider a major center to house Art, Drama, Music and other cultural activities. The concept for the center is that it would not be only a performing arts center, such as the Lincoln Center in New York, but an educational facility for the whole city. It could provide an atmosphere for learning for all kinds of art forms, including a training program for radio, television and motion pictures. The school system could use the center for

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MCP RECOMMENDATIONS

In addition to the above recommendations made by the Model Cities/CRP consulting firm, the Community Renewal Program endorses the recommended actions of the Model Cities Comprehensive Program directed at improving the appearance of the Model Neighborhood or providing needed public improvements or facilities. These recommendations are described in greater detail in the Model Cities Comprehensive Program, Volume I. Chapter 3, covering "land use and physical improvements" and Volume II Chapter 11, covering "public facilities" (including parks and open spaces)

Commercial and Residential Facilities

The consultants were also asked to study the possibility of development of commercial and/or residential facilities in the vicinity of the Santa Fe Channel. Although the amount of funds ultimately available for this contract was not sufficient to support the type investigation contemplated in the originally approved work program, the consultants did make a recommendation that such a project be developed as a major benefit to the nearby residential areas in the Model Neighborhood and also as a contribution to the City and Western County generally. Page 60 of their report includes a brief breakdown of certain costs involved in rehabilitation of port facilities and on page 67 the report includes a sketch of one possible development concept.

Rehabilitation of Housing

The problem of making some use of the many new, low-cost, "latter-day tenement" four plexes was studied by the Housing Committee and staff of the Model Cities Program. The technical aspects of the problem, i.e. how to remodel or rehabilitate the units, appear to be soluble based on trial estimates using some of the typical floor plans. The critical difficulty is how to find a means of getting the work needed done in a way which is financially feasible. Preliminary

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The allowable rents chargeable by the earner make impractical the extensive rehabilitation and site improvements shown to be needed by the simple studies.

At this point no workable approach to the improvement of low-quality four-plexes is available except for use of the section 23 leasing program. This approach is of limited value unless higher permissable rent payments can be made by the Housing authority so as to permit more extensive rehabilitation or improvement by owners.

D. Review of Changes in the Need for Relocation Resources or Services.

The Model Cities planning process included the development of a recommended approach to relocation for the Model Neighborhood area, but the recommendations apply to generally the provision of relocation service throughout the city. These recommendations are discussed in detail in the Model Cities Reports, specifically, Vol I - Comprehensive Program, Chapter 5," and "Vol II, Section 3 - Relocation".

Because of limitations of funds and authorization the relocation proposals developed as part of the Model Cities program will initially have to be limited to the Model Neighborhood Area. Eventually, however, the relocation aids and services recommended should be made equally available to all residents of the City who must move as a result of public action.

The overall objective of the Relocation Program is to insure that any individual, family, or non-residental organization or business which is forced to relocate can move to decent, safe and sanitary quarters in a location and at a cost or rent satisfactory to those relocated.

The major relocation goals as established by MCP are

1. To insure that relocation necessary for any Model Cities activity, or other public activity occurring in the Model Neighborhood Area, will cause an absolute minimum of hardship and inconvenience to the individual, family, or non-residential operation affected.

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The following actions are recommended in order to achieve this goal.

(a) Obtain legislative and administrative changes that will permit paying replacement cost or housing service value for property to be acquired.

(b) Increase maximum payments for moving costs to the level necessary to insure that full cost of moving is covered.

(c) Establish payments for displacement and inconvenience costs which cover not only possible increases in housing costs but also costs for needed appliances or other items and for general inconvenience.

(d) Remove the requirement that a person can receive a relocation adjustment payment only if there is no public housing unit available into which he can move.

(e) Establish a Relocation Board of Appeals to review cases where inequities are present or claimed and, if merited, provide for additional payments necessary to eliminate or off-set inequities.

(f) Explore legal possibilities of paying a property owner for the value of improvements which are condemned and demolished under a code enforcement type program.

(g) Establish a liaison committee for improving communication between relocation administration and the community.

(h) Improve means of providing needed social services to persons affected by relocation, particularly where relocation aggravates a particular problem.

(i) Provide adequate temporary relocation facilities for families which must move from their home during rehabilitation or, in extreme situations, families which must move before satisfactory housing for them can be found. Moving costs both to and from a temporary relocation unit should be paid.

(j) Establish a special staff within the Central Relocation Agency to assist businesses and non-residential operations to find suitable new locations and take maximum advantage of available aids, such as the Small Business Administration.

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2. Through relocation assistance and services, to improve the living conditions and expand the housing choice of residents affected by relocation.

The following actions are recommended to achieve this goal.

(a) Establish a central relocation service for all persons requiring relocation assistance, operating under contract with the various public agencies involved.

(b) Through the above central relocation service, increase the opportunities for residents to obtain housing of their choice in the location of their choice without discrimination on the basis of race, color, or ethnic origin, with special provision for making use of the Fair Housing Act of 1968.

(c) Establish house moving arrangements, possibly through the Richmond Housing Development Corporation and the central relocation service for moving good housing acquired by any public or private agency in the general Richmond Area.

(d) Work closely with city housing programs to assure that new or rehabilitated housing is specifically geared to meet relocation needs as they arise.

(e) Explore means of diverting some of increased property value created by public improvements to persons whose properties were acquired.

E. CRP Work Program Elements Not Included in Model Cities Planning

1. Review of Recommendations of Existing CRP.

The Richmond Community Renewal Program was adopted by the City in January, 1966, and efforts were begun shortly thereafter by appropriate City Departments to begin carrying out higher priority recommendations. Some of these, including several key rezonings, improved storm drainage facilities, upgraded parks and playgrounds, have made major progress in the ensuing years. Several others were initiated, but efforts were halted or delayed. These were the Helms-Triangle North Code Enforcement Area, which was found to be ineligible for Federal Assistance under the Code Enforcement Program Lucas Park Redevelopment Project, which was held in abeyance pending the

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establishment of and approval by the Model Cities Program, and the Portal Project, which was to be incorporated with the Downtown Project but has met some essentially political delay.

It might be pointed out as a general matter that, since most of the major CRP recommendations dealt with projects or problems in the Model Neighborhood Area, these recommended actions have been delayed pending study and approval by the Model Neighborhood Citiezens Board. With the completion of initial Model Cities planning many of these projects are now ready to proceed.

Below is a complete review of the major recommendation of the 1966 CRP with revised recommendations for timing or means of accomplishing them.

(1) Lucas Park Redevelopment Project

This project remains a high priority item and present joint Model Cities/Redevelopment Agency plans to include this project in the 1970 Neighborhood Development Program should be pushed hard. In order to provide improved financial feasibility, the eastern project boundary (as originally proposed) should be extended easterly across the Southern Pacific Railroad right-of-way to include all the new overpass and any other public construction relating to the Portola - 13th St. connection. The other boundaries require no change, although consideration might be given to extending the project south along 10th St. to provide for improvement of that major approach to downtown and for creating a better tie between the project and the downtown.

(2) Portal Redevelopment Project

This project should be included as a part of an expanded Downtown Project (Calif. R-56) as soon as possible. If it cannot be added to the existing project it should be established as a separate but closely related project. Boundaries on the east should be extended to include all land necessary to effectuate a desirable re-alignment of parking and other activities on the Bay Area Rapid Transit Station site.

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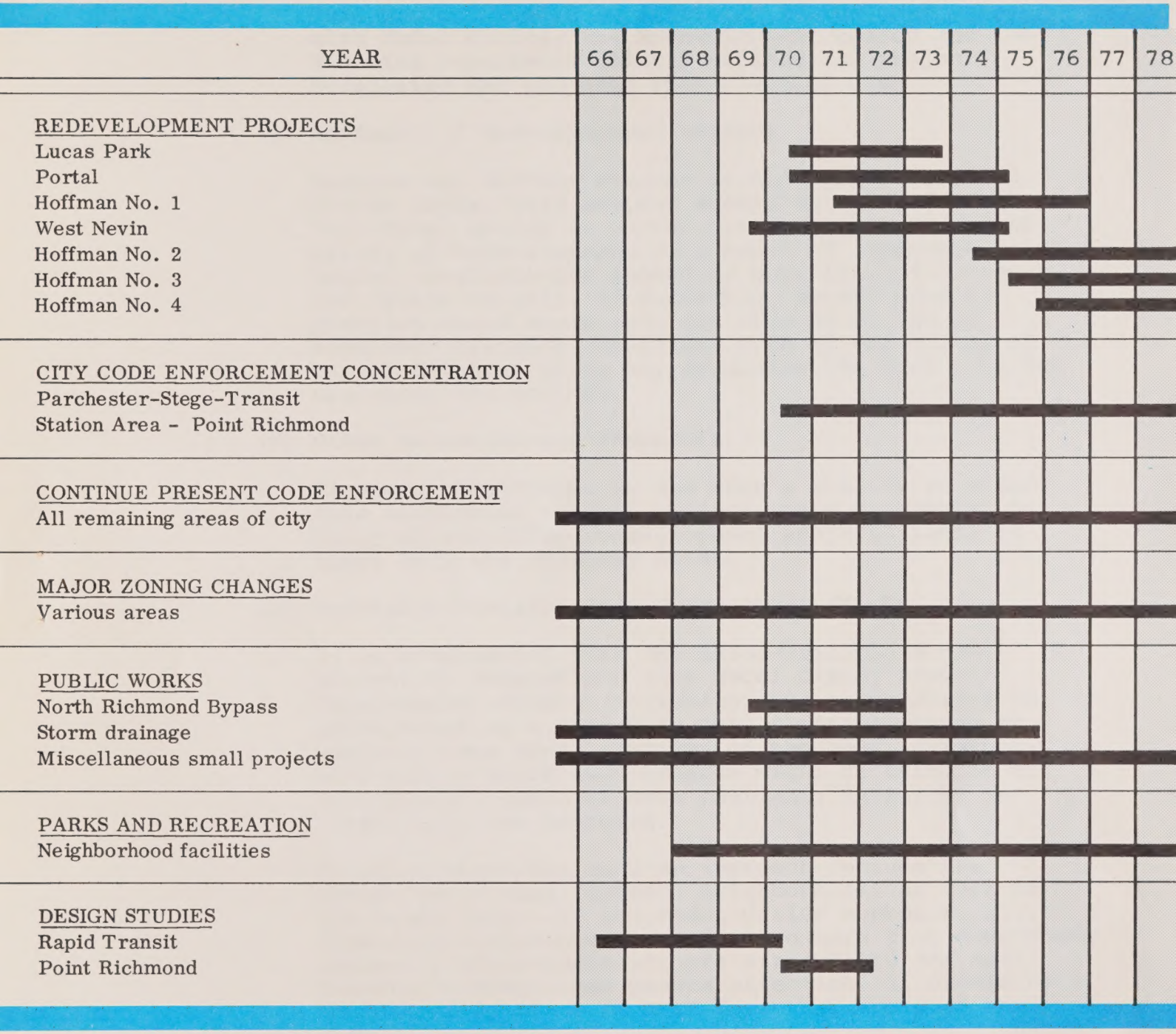
TABLE NO. IV

REVISED TIMETABLE FOR RENEWAL ACTION



RICHMOND, CALIFORNIA

SUPPLEMENTAL

COMMUNITY RENEWAL PROGRAM

(3) West Nevin Redevelopment Project

This project should be initiated in the next year, with Model Cities, the Redevelopment Agency and the Planning Department jointly working out project boundaries and proposed redevelopment plan.

(4) Hoffman - I Redevelopment Project

Because the Hoffman Freeway is entering a detailed design stage, this project should be delayed until this final design is worked out (although the possibility of redevelopment as a means of improving design possibilities should be kept in mind during the design period). If desirable, actual project planning could begin once the freeway design is resolved, although conditions such as the status of Kaiser Hospital plans may determine the best time for beginning the project.

(5) Other Redevelopment Proposals.

Financial limitation on the City's ability to undertake additional renewal projects make necessary the delay of any other redevelopment projects until at least 1975 and possibly longer.

(6) Federally Assisted Code Enforcement (FACE)

It is recommended that the Helms-Triangle North project be dropped and that Model Cities Program improvement efforts (including code enforcement) be substituted as a generally more desirable means of upgrading the area. Outside of the Model Neighborhood Area a small FACE program might be tried on an experimental basis if area residents indicated an interest in the approach.

Possible areas for such an approach include the Civic Center area, Cornado neighborhood, or part of the Annex area. If the Model Cities approach, i.e. financial assistance to property owners plus coordinate community improvement efforts without 100 per cent compulsory compliance proves effective, it should be considered in place of FACE for other areas of the City.

(7) Zoning Changes

The major changes remaining which have renewal significance area

(3) West Main Redevelopment Project

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Because the Hoffman Freeway is entering a detailed design stage, this project should be delayed until this final design is worked out (although the possibility of redevelopment as a means of improving design possibilities should be kept in mind during the design period). If desirable, actual project planning could begin once the Freeway design is received, although conditions such as the status of Kaiser Hospital plans may determine the best time for beginning the project.

(5) Other Redevelopment Proposals.

Financial limitation on the City's ability to under-take additional renewal projects make necessary the delay of any other redevelopment projects until at least 1975 and possibly longer.

(6) Federally Assisted Code Enforcement (FACE)

It is recommended that the Reins Triangle North project be dropped and that Model Cities Program improvement efforts (including code enforcement) be substituted as a generally more desirable means of upgrading the area. Outside of the Model Neighborhood Area a small FACE program might be tried on an experimental basis if area residents indicated an interest in the approach.

Possible areas for such an approach include the Civic Center area, Coronado Neighborhood, or part of the Manex area. If the Model Cities approach, i.e. financial assistance to property owner plus coordinate community improvement efforts without 100 per cent compulsory compliance proves effective, it should be considered in place of FACE for other areas of the City.

(7) Zoning Changes

The major changes remaining which have renewal sig-nificance are

a. Rezoning of all of the area around the central business district to the area as a regional center and not incompatible with objections of the Model Cities Program. This should include the addition of Controlled Development (CD) additive zoning over all or nearly all of the Iron Triangle Area.

b. Rezoning in the vicinity of the rapid transit station to zoning categories which appropriately permit and control residential and commercial uses appropriately related to a transit location. Since the City's present zoning districts are not fully adequate to provide for the most desirable development possible, changes in density limitations and techniques for encouraging land assembly are needed. In addition, because of the critical "gateway" nature of this part of the City controlled development zoning should also be considered for all of the area subject to direct impact of development pressures relating to transit, as well as all areas related to the proposed "Nevin Mall" between the station and civic center.

c. Continued efforts are needed to eliminate small areas inappropriately zoned in terms of present and future land use. Such areas include small industrially zoned areas near Railroad rights-of-way but in residential areas, excessive residential density such as the R-2 zoning along Florida Avenue in the Coronado neighborhood; inappropriate commercial zoning in scattered areas, etc.

(8) Public Works Improvements

Progress has been made on correcting all of the major public works efforts recommended for high priority in the original CRP. As rapidly as possible the remaining storm drainage problems should be corrected. Continue pressure is needed to assure that the North Richmond Bypass receives high priority for funding. The installation or replacement of missing and deteriorated curbs, gutters, sidewalks, and street paving will be included in the Model Cities program for the Model Neighborhood Area; elsewhere steady continuing efforts continue to be needed to eliminate this major problem, although recent progress gives a good indication that it will soon be substantially eliminated.

a. Revision of all of the area around the central business district to the area as a regional center and not incompatible with objectives of the Model Cities Program. This should include the addition of Controlled Development (CD) additive zoning over all or nearly all of the Inner City Area.

b. Rezoning in the vicinity of the rapid transit station to zoning categories which appropriately permit and control residential and commercial uses appropriately related to a transit location. Since the City's present zoning districts are not fully adequate to provide for the most desirable development possible, changes in density limitations and techniques for encouraging land assembly are needed. In addition, because of the critical gateway nature of this part of the City controlled development zoning should also be considered for all of the area subject to direct impact of development pressures relating to the transit, as well as all areas related to the proposed Mall between the station and civic center.

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(9) Park, Recreation, and Open Space Projects

With the failure of the Park bond issue the City's efforts to overcome serious park, recreation and open space deficiencies have been set back substantially. However, because these facilities are so important to the maintenance of neighborhood quality, the CRP supplement recommends that the City continue and expand as possible its efforts to use all sources of funds available, including especially federal matching grants, to improve the City's park facilities. The existence of a Model Cities Program should be helpful in this regard, but the City will have to exercise exceptional grantmanship if the needed improvement is to be made.

(10) Annexations

With the failure of the last attempt to annex the unincorporated portion of North Richmond, it is recommended at this time that no additional effort be made until the Model Cities Program has had an opportunity to fully explore and develop means of providing needed services to the area within the framework of that program. Although annexations in East Richmond Heights, the Columbia Blvd. area, and realignment of the El Cerrito boundary remain desirable from the point of view of better local government service to those areas, this CRP report does not recommend a high priority for any action to accomplish them.

(11) Design Studies

The two design studies originally recommended, Pt. Richmond and Rapid Transit Corridor, remain substantially uncompleted and every effort should be made to pursue and complete them or important guides to future development in those areas.

(12) Information System

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Program. It would replace and update the existing mechanical equipment through which several city departments receive tabulations of their operating activities from keypunch records. For example, police generated traffic accident statistics are compiled, and then used both by the police in allocating manpower and by the Public Works Department in traffic engineering. Assessor's data and city payrolls are also regularly processed with the new Finance Department computer, monitoring of the inventory of recreation facilities and equipment is proposed, as well as a range of other applications. The Richmond Unified School District has also been making extensive EDP applications with its own computer. This kind of data processing is piecemeal rather than comprehensive, but as more equipment capability is developed in the City and more knowledge of the management utility of increased information is appreciated by more City agencies and Departments, an information system becomes more feasible.

The original recommendation that such a comprehensive system be instituted is here repeated. As the City gains more familiarity with the potential of data processing, a full information system can be fully developed with the proper backing from the City Manager's office and City Council.

Development of such support is recommended as a high priority first step in taking advantage of the many benefits of an automated information system.

(13) Long-term Financial Planning

The City has made some progress on the improvement of its financial planning. A six-year Capital Improvement Program projecting revenues and expenditures is prepared annually by the City Manager. Certain city revenues have now been earmarked for capital improvements. Certain major expenditures of other government agencies within City boundaries are noted in the CIP, giving the document a broader scope. The CIP is essentially still a "line-item," department by department, detailing of expenditures and sources of revenue. However, the Planning Department

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and the Planning Commission in their mandatory review of the Capital Improvement Program have the opportunity to further analyze it and attempt to cast it into more of a "program" budget which can then serve as a better guide to the implementation of planning and renewal goals. The Planning Department is strengthening its procedure for the two annual required reviews of the CIP which consist first of suggestions for content and later of an evaluation of the proposed program with respect to the General Plan.

Because of the influx of a multitude of federal programs in which Richmond has pioneered and participated and the proportion to the total Capital Improvement Program and City budget which has been and will be carried out through the use of federal assistance, we now question the City's ability to project revenues over the long term. The further development of revenue sharing programs will also have an unknown impact on revenue projections. The CRP now recommends focus on the middle range rather than the long term, and flexibility with respect to new sources of funds.

The CRP also recommends that the City explore the establishment of a Federal Assistance Reserve Fund as part of the Capital Improvement Program. This fund could be utilized as "seed money" by City Departments for the securing or matching of federal grants which become obtainable with short lead times due to Congressional funding actions at the national level.

(14) Citizen participation

The Model Cities Program has made great strides in improving the direct participation of residents from the Model Neighborhood Area in decisions affecting their communities. However, additional support for the City's efforts to broaden citizen participation and involvement throughout the City is still necessary. This CRP strongly recommends that the City strengthen its direct support of the Neighborhood Council system and that it build on the Model Cities experience as a way of improving all citizen knowledge and involvement in local government.

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IV Conclusion

This report has covered the various work items included in the Work Program for the Community Renewal Program contract Calif. R-132 (CR). The recommendations and comments included in it must, to be property considered, be put in the context of the City's overall renewal efforts, including redevelopment, Model Cities, public improvements and long-range planning.

As can be determined from reading the various portions of the report, there are many efforts and actions remaining to be done that have already been proposed or advocated for many years. There are also many new efforts to begin and finish. Only a really serious attempt to get them done will keep Richmond as a viable community, where anyone will want to live.

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